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ABSTRACT

This document reports the oral and written testimony of persons who testified at the April 1993 hearing on the reauthorization of the Elementary, Secondary, and Vocational Education Act, held in York Springs, Pennsylvania. Persons who testified or submitted written statements included the Pennsylvania Department of Education's Commissioner for Elementary and Secondary Education; the Chapter 1 coordinators from Hanover Public School District, South Middleton School District, and Shippensburg Area School District; the director of Migrant Education and the Lincoln Intermediate Unit; a Chapter 1 teacher from York City School District; superintendents from the Carlisle Area School District, Conewago Valley School District, and York City School District; a language arts supervisor from Gettysburg Area School District; a parent; and the director of the Pennsylvania Department of Education's Bureau of Corrections. The testimony addressed the importance of the legislation for providing a build-a-base approach to services to families and children in Pennsylvania, and for funding staff development and performance-based assessment. Information on individual school districts is provided along with information on the use of federal funds and the impact of funding cuts. (AC)

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HEARING ON THE REAUTHORIZATION OF THE ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION ACT

ED 369 485

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HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

HEARING HELD IN YORK SPRINGS, PA, APRIL 30, 1993

Serial No. 103-23

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HEARING ON THE REAUTHORIZATION OF THE ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION ACT

FRIDAY, APRIL 30, 1993

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
York Springs, PA.

The subcommittee met, pursuant to call, at 10:10 a.m., in the Bermudian Springs High School auditorium, 7335 Carlisle Pike, York Springs, Pennsylvania, Hon. Dale E. Kildee, Chairman, presiding.

Members present: Representatives Kildee, Goodling, and Gunderson.

Staff present: Lynn Selmser, professional staff member; and Jeff McFarland, legislative counsel.

Chairman KILDEE. Good morning. The Subcommittee on Elementary, Secondary, and Vocational Education convenes this morning in the district of Mr. Goodling for its 11th hearing on the reauthorization of the Elementary and Secondary Education Act.

The Elementary and Secondary Education Act authorizes the majority of the federally funded Elementary and Secondary Education Programs. This reauthorization is, I believe, quite possibly and hopefully probably the most important one since the Act became law in 1965, 28 years ago. I would hope that in this reauthorization that we look ahead 28 years rather than look back 28 years on this. The fact that we have an administration and a Congress strongly committed to education gives us a very special opportunity to reexamine these programs and to work together to ensure their effectiveness. It is really a special pleasure to be here in Pennsylvania with my very good friend Bill Goodling. Not only is Bill Goodling a good friend of mine, he is a great friend of education and has been a great friend of education for many years.

I am Chairman of the Elementary, Secondary, and Vocational Education Subcommittee, but he is the ranking member not only of that committee, but he is the ranking Republican member of the full committee. And some day I may hold the title hopefully of Mr. Education, but at this time Bill Goodling really holds the title of Mr. Education in Washington, and I think that is undisputed.

One thing I would also say is never mistake Mr. Goodling's gentleness with lack of toughness because I have seen him as a very, very tough negotiator through the years with Presidents of both

parties and with the Chairman. I think we served together under three chairmen of the committee. I was thinking on the way up here driving up from Gettysburg that I can't recall a major education bill that became law without his involvement and imprimatur put in that bill. We have sent some bills over to the other body, but unless Bill Goodling was involved in that, they did not become law.

Last year, the Higher Education bill had died about three times—three rather miserable deaths, as a matter of fact. Bill went over to the White House and resurrected that bill, and President Bush is grateful for that. He had been badly advised by some people within the administration, and Bill Goodling went over and gave him better advice, and the bill was signed into law. So it is a pleasure to be here in Mr. Goodling's district, and I would like to have him give an opening statement. Then we will go to Mr. Gunderson.

Mr. GOODLING. I guess first of all I would have to say that I can only resurrect legislation so don't ask me to get involved in the resurrection of anything else. I want to thank Chairman Kildee and Congressman Gunderson for coming to the district. We do hearings in Washington, and then we also go out into the districts so that we can find out from the people on the firing line just how well our legislation is doing or how poorly and what recommendations and suggestions you would have.

As the Chairman said, he and I have worked on education legislation for a long time, both on the Budget Committee and on the Education and Labor Committee. It helps when you are on both because it doesn't do you much good on the one if you can't make your point heard in the other committee. And Congressman Gunderson I rely on because on my side I sometimes have people who are not very creative and are prone to say no before they think of creativity, and so I rely on Steve to come up with all the creativeness that rural and small town Wisconsin put into him, which was quite a bit.

So I want to thank both of you for coming to this district. You came at a beautiful time. Hopefully, there will be some blossoms for you to see when you go back through to go down. And so, again, thank you both and thank all of you for coming. I realize we did this fairly quickly, and so I imagine you had to drop a few things to get here, but we do appreciate your coming. So we have Michigan on this side of me, and we have Wisconsin on this side, and I will see if the gentleman from Wisconsin has anything pressing at this time.

Mr. GUNDERSON. Well, let me be very brief. With Michigan on that side and Wisconsin on this side, you all ought to be very concerned about the funding formula because it is going to Midwestern biased if Dale and I have anything to do about it. I am just kidding. I am delighted to be here although I am not sure it was a choice. Mr. Goodling told me to be here. I have to tell you Mr. Goodling is truly my mentor on the Education Committee—has been for the 12 years that I have been in Congress. I have told many people up here that Mr. Goodling always called me, "Son," before I got this gray hair, and so I started saying, "All right. If I am your son, you have got to be my father," so we raise a few eye-

brows in Congress when I run around and tell them that he is the person that at least in the Congress I affectionately call, "Dad."

But he also is the person who has tried to instruct me as to how to be committed and creative and at the same time understand that education can't afford partisan politics because when we play partisan politics, it is the kids who get trampled on. And we have to remember that. He is the leading example, and that is why I think Dale and I are both delighted to be here to hear from all of you this morning. Thank you.

Chairman KILDEE. What we will do this morning, Bill and I will share the gavel. Bill, why don't you call the witnesses? You are familiar with them.

Mr. GOODLING. Okay. Very good. Well, our first witness today—we are very happy to have the Commissioner for Elementary and Secondary Education, Pennsylvania Department of Education, Joseph Bard. And rather than go into a lengthy discussion, in our area, he and the Secretary and Assistant Secretaries and so on have had quite a time with a little thing called Outcome Based Education. And as a Federal employee, I shouldn't be out selling it, but I have been every place I go.

The State representatives sort of duck away from it when we get into political meetings, and I always say, "Now, parents, do you want to know how much your child learned in math or English or history while they sat in that class, or are you more concerned whether they sit there 180 hours or 180 days or what?" "Well, we want to know what they learn." I said, "Well, that is what Outcome Based Education is all about." It is just as simple as that.

I think maybe if they had employed me to go all over the State, why, we could have eliminated—but I must say one of the Assistant Secretaries sitting here, he saw me when I didn't know anything about what they were talking about because I was blindsided at a town meeting, and the place was just loaded, and they were standing all around the room. And I was trying to hit different people so that we wouldn't get the same topic. That isn't the way it worked. If I called on the young the whole way around the room, it was legalized marijuana. If I called on the elderly around the room or the older, it was strictly OBE, and at that time, I didn't know what they were talking about. The Assistant Secretary bailed me out. Mitch got up and said, "Well, you are blaming the wrong person. The Federal Government has nothing to do with that. It is ours," and I am very appreciative ever since that he bailed me out at that time. So I am trying to return the favor.

So, Mr. Commissioner, if you will begin with your testimony.

STATEMENT OF JOSEPH BARD, COMMISSIONER FOR ELEMENTARY AND SECONDARY EDUCATION, PENNSYLVANIA DEPARTMENT OF EDUCATION, ACCOMPANIED BY GARY McCOOCH AND JULIE BENDER-UTA, FEDERAL PROGRAM STAFF

Mr. BARD. Thank you, Congressman. It is a pleasure to welcome all three of you here today—welcome you home and Congressman Kildee and Congressman Gunderson here to flowering South Central Pennsylvania at this time of year. I would like to introduce with me Dr. Gary McCooch and Mrs. Julie Bender-Uta from our

Federal program staff, and if I get in over my head, they will pull me back out.

You will never get into trouble in this part of the State praising Bill Goodling. You might find a few people that would take issue with you, but, in fact, one of the things that would make us happiest would be if we could officially rename the Even Start legislation the Goodling law. We feel very strongly about that.

Chairman KILDEE. You know, I have thought of that myself. We haven't done that for years to name a bill after the minority. We name it after the person who authored it, which he did, but I think that would be a very appropriate thing to do because he was a voice crying in the wilderness for years on that bill, and he finally convinced the Congress that it was good legislation.

Mr. BARD. Well, it is an important piece of legislation to us in that it is helping us provide a build-a-base for an approach to providing services to families and children—young children in Pennsylvania schools.

I would like to make a comment on Outcome Based Education since you have raised it, Congressman Goodling. We are at long last after 3 years plus of rulemaking at the point of becoming the first State in the United States to have a performance-based, time-free approach to instruction as the rules of this Commonwealth. I am hopeful that that rulemaking process will have completed its long and difficult trip by Tuesday of next week.

I want to talk to you this morning about the reauthorization of Hawkins-Stafford, and I will talk briefly about the—I want to emphasize the current contributions to school restructuring and reform made by Hawkins-Stafford. There are some provisions that I wish to request the maintenance of that have been useful to us in change and reform, and then I have some suggestions for improvement.

Under Chapter 1, we have found that program improvement has been a very important provision in terms of what it allows us to do in staff development and in performance-based assessment. Schoolwide projects are, of course, a very important provision within that legislation and have allowed us to upgrade the entire curriculum in those schools that qualify for schoolwide projects. Parental involvement has led to greatly increased participation on the part of parents.

Chapter 2 is the only program that can serve all children. The funds that are reserved for State use allow us to encourage effective models and to implement State reforms. The targeted assistance/effective schools helps us implement State initiatives. The Eisenhower Math and Science Funds, again, are very important in helping us encourage and support school reform and restructure. The State discretionary moneys have helped us in many school districts in that and staff development, and Math and Science has helped us implement State initiatives and provide technical assistance.

Now, some of the areas that have contributed to school reform that should be maintained—we need to continue under Chapter 1 the statutory separation of Federal programs and permit State education agencies to cluster Federal programs because statutory clustering would eliminate constituencies and purposes of those pro-

grams. We need to continue separate allocations for concentration and basic grants as in the current statute because those funds can be tracked and identified.

We hope to see comparability continued as in the current statute because, in our minds, State comparability is not a Federal issue. We hope to see staff development provisions continued, again, as in the current statute because most schools have a one full-time equivalent or less Chapter 1 staff. There is room to improve and put greater emphasis on school reform, but these are the areas that we have benefited from the most and that we hope to see maintained.

Now, suggestions for improvement—in Chapter 2, the key point is to retain the essential character of Chapter 2 as the only Federal program with the capability to support all children and all schools and the flexibility to support most local initiatives especially in school reform. I cannot emphasize too much the importance of Chapter 2 in that regard. Were it not for Chapter 2, I would have greatly diminished ability at the State level to provide technical assistance to school districts. I say greatly diminished. I assure you that is an understatement. Without Chapter 2, we would be nearly bereft of our ability to provide those services to schools that help them change in planned structured ways.

The Chapter 2 National Steering Committee suggests that Chapter 2 can be made more effective in reauthorization by integrating the national goals for education into Chapter 2, substituting school reform for effective schools to broaden their reform base, and focusing on education technology rather than instructional materials. We support all three of those changes.

As far as changes in Chapter 1, we would like to see reduced the low income percentage threshold for Chapter 1 schoolwide projects from 75 percent to 60 percent to increase the numbers of participating buildings. We believe in the use of statewide assessment for measuring student achievement against statewide goals and standards. And we would like to prohibit the use of standardized tests below the third grade for student selection and evaluation. We think that this is extremely important as far as our work with younger children is concerned. We would identify buildings for program improvement over several years using multiple measures before implementing school reform.

An area of particular concern to Pennsylvania is the targeting of Chapter 1 funds. In Pennsylvania, 50 school districts currently receive 63 percent of all funds, and 469 districts receive 37 percent of the money. We consider that this money is already targeted. Rural States must be considered. We are, of course, the State with the largest rural population of any in the country. Over half of our buildings have one or less full-time teacher, and in most cases, local districts already supplement the Chapter 1 Program.

We must not forget that there are many poor children across States and rural areas, and the only supplemental help they get is Chapter 1. Should the targeting formula be changed, many poor children will be left behind. We say this not in ignorance of research that has shown the effectiveness of programs other than pullouts, but unless Congress or this Commonwealth has something to offer to substitute for those young people, then I cannot in good

conscience support further concentration of Chapter 1 funds in higher poverty school districts. We believe those funds are already targeted.

Now, before I relinquish the microphone to the next testifier, I would like to make a couple of sidebar comments that were not in my prepared testimony. One is I know that you both—I don't know about you, Congressman Gunderson—I know that both Congressman Kildee and Congressman Goodling are in support of the Educate America Act. We feel very positively about that Act and its four main titles. I would say particularly Title III because it offers us some very positive ways to encourage planning at the district level. So I urge you to that support, and I am sure that we will be working with you in the months to come as that legislation proceeds.

We were extremely disappointed in Pennsylvania at the defeat of the President's economic stimulus package. It has some very great effects on our Commonwealth, and I would like for the record to make sure that they are stated. In terms of the summer supplemental funds that we would have gotten, that was almost $20 million lost to the State. It means 178 local education entities that will not be served, approximately 60,000 children who will not receive summer programming that we had prepared plans for, and we can estimate about 5,400 parents who would have been employed in those programs. We are extremely disappointed at that opportunity lost.

The census supplemental or hold harmless—280 LEAs are receiving 15 percent less money for 1993-1994 than in 1992-1993; $14.5 million lost to Pennsylvania in that; 280, again, school districts. Twenty-four of them here in this district, Congressman Goodling, are providing decreased services or will be in 1993-1994 to poor children and reduced staff. So with all of the positives that we have to talk about, that is one sincere disappointment that I feel compelled to express to you here today. I thank you for the opportunity to testify before you.

Chairman KILDEE. I would hope that we try to resurrect again that program that was not allowed to come to a vote in the Senate. Those two elements you mention, I think, would be very important in Michigan also. They made such good sense that a lot of educators throughout the country felt that will come to pass. But because it was tied up with other elements, the Senate did not allow it to come to a vote. I have spoken with Secretary Shalala and with Secretary Riley, and we are trying to resurrect some things both for Head Start and for Chapter 1 and see if we can put that together.

Mr. BARD. I am delighted to hear that.

Mr. GOODLING. Well, I guess since he took that approach, I will have to say if I could spend the $280 billion that we pay interest on the debt each year on things like education, health, et cetera, we would really accomplish something, but the $280 billion is going to keep growing, and so more and more of that money goes down the drain.

I think the President learned that you work these things out in a bipartisan fashion. There are things in there that certainly would not have had to have been in such as highway—we haven't spent—

the great program we put together the last 2 years—we haven't spent any of that money as yet because they are only at the point now where they are putting out the bids, as you probably know in Pennsylvania, for the money that they get through that. And, of course, we do that through a trust fund. We don't have to declare an emergency because we just increase gasoline taxes if we want to do that. So he mixed apples and oranges, et cetera, et cetera, and I am afraid that didn't work out very well. Perhaps we will get another shot at something more clearly.

I was glad to hear you say that Chapter 2—the part I was glad to hear you say when you said Chapter 2 is the only program to serve all children because I have been an advocate. If we can get beyond what we had to do in the 1950's and the 1960's and so on to assure all youngsters an opportunity for an education—if we can get beyond that and deal with excellence, I think we really will make a difference, but I think we have to get beyond that. And it is very difficult to do, as the Chairman will tell you, in our committee—very difficult to change anything.

We talk about flexibility all the time, and in the other program you have talked about, they do talk about flexibility in relationship to those who receive grants. I would hope we can get beyond that. That is always very, very difficult because you have so many entities out there that, "Just give us out money." They don't really look at the end result and whether it is improving anything. "It is our money. Make sure we get that money."

And I also think in Chapter 2 you mentioned most of the reform programs came through Chapter 2, and I thought from day one, you know, we could probably do all the reform through Chapter 2 and setting some goals that we want the States and the local districts to meet.

When we used to talk about flexibility, Chairman Hawkins before Chairman Ford always used to say, "It is all at the State level. That is where the inflexibility is," and I would say that is probably enough to go around. Would you comment on that? I see areas where we could be more flexible, but he would always say it is really the State that is the—and maybe I should be asking the superintendents that.

Mr. BARD. I know what they would say, Congressman. They tell me frequently. And I would not disagree that most of the inflexibility has been at the State level because that is where the rules are made for local districts, not at the Federal level. Strangely, most of the flexibility that we do have as a State agency in serving local school districts is fueled by Federal money. The small percentage of Federal money that we do get is leverage money, and it is so very important for that reason, and that is Chapter——

Mr. GOODLING. This is the Chapter 2 money?

Mr. BARD. Yes. But we have—and I say we—I mean, myself and Secretary Carroll and other members of the Department of Education—have spent a good deal of time in the last few years in attempting to deregulate to a much greater degree the relationship between the State and local school districts and to make much more real the kind of flexibility that local school districts need to truly address local needs in education.

I don't know that the 501 school districts of this State are all prepared to accept that responsibility in the way that it must be carried out, but we have come a long way in lifting many of the requirements at the State level from the districts for them to meet the programming needs of youngsters and the rules that we were talking about before in terms of no longer requiring a time base for achievement. One hundred and twenty clock hours of instruction credits and so forth is a significant extension of flexibility to the local school districts. What we try to avoid, and I can't say that we are always successful in doing, is mandating things at the State level that pass on costs to local school districts.

Mr. GOODLING. So if we can give you the same kind of flexibility or similar in all the other programs, Chapter 1, et cetera, et cetera, that we give you in Chapter 2, maybe you can make better use of our money. I am emphasizing Chapter 2 because it is an area where I hope the Chairman will help us keep the Chapter 2 money. The President has asked for a cut in Chapter 2, and I think that would be a terrible mistake.

Mr. BARD. If I may add, at the time that ECIA came in and Chapter 2 was invented, I was as afraid of the consequences of it as many educators at that time. We feared the death of the categorical programs, but in the intervening years, we have seen a tremendous amount of good come from that block grant approach. Even that in itself has become a bit more rigidified than it was originally. But I have seen school districts do so much more with the fewer nontargeted dollars that they have received from Chapter 2 than we were able to accomplish with the much more specifically directed categorical funds that preceded it that I really don't want to see us back away from that approach. But I also don't want to see us generalize Chapter 2 to the point that it is not identifiable as anything other than money that is paid out for the general purpose of education.

Chairman KILDEE. Would the gentleman yield? Did you state that it was Chapter 2 dollars that gave you some leverage with local school districts and that that leverage was important to the State in dealing with the local school districts?

Mr. BARD. Yes.

Chairman KILDEE. Thank you. Mr. Gunderson.

Mr. GUNDERSON. Well, I have sat here and almost started laughing to myself because everything I was going to say Mr. Goodling was saying and so I am not going to repeat that. But I want to share with you a concern. If you are as strong an advocate of Chapter 2 as your testimony suggests, I plead with you to organize your fellow State commissioners because the problem we have had in the last decade is there is no constituency out there for Chapter 2. And as a result, we saw the funds frozen for years, and now we are seeing them decreased, and I have to tell you I think the only way to save Chapter 2 is to put school reform in that program, or else I don't know how we are ever going to see any constituency for it. So those of us on this side of the table plead with you we desperately need somebody in this land to become a voice in support of that program, or it is going to wither away.

Mr. BARD. I understand that. Thank you.

Mr. GUNDERSON. Thank you, Mr. Chairman.

Mr. GOODLING. Again, thank you, Commissioner.

Mr. BARD. Thank you.

Chairman KILDEE. Thank you very much, Commissioner.

Mr. GOODLING. Mr. Chairman, what we have done here is give you three superintendents from three different kinds of school districts and three different sizes of school districts. And looking across the line, Dr. Fowler would be more of a rural——

Mr. BARD. Carlisle.

Mr. GOODLING. I am sorry. Dr. Landauer would be more of a rural school district. Dr. Fowler will be—what shall I say—small town——

Mr. BARD. Small town.

Mr. GOODLING. [continuing] district, and Dr. Van Newkirk is Center City York. So you are going to get, I would imagine, three slightly different approaches to the problem. So we will take them in the order they are listed on. We corrected Dr. Fowler's spelling of his name. It was not spelled properly, but, Dr. Landauer, why don't you begin? Superintendent, Conewago Valley School District, Adams County, Pennsylvania. I also chose all three counties.

STATEMENT OF LANCE LANDAUER, SUPERINTENDENT, CONEWAGO VALLEY SCHOOL DISTRICT, ADAMS COUNTY, PENNSYLVANIA

Mr. LANDAUER. Conewago Valley School District is just a few miles down the road. It is located in the town of New Oxford, Pennsylvania; Superintendent of the Conewago Valley School District. It features some small towns of rural area; approximately 3,000 students which is, as I understand, makes us kind of an average-sized district if you look at the entire country—for Pennsylvania an average-sized district.

My background is not a rural background. I have served as a guidance counselor in an urban situation for 6 years, was raised in the City of Philadelphia so my roots are rather urban in nature. In fact, when I first—very early in my career, I taught for 6 years in Atlantic City, New Jersey, and being a product of the 1960's, I had somewhat of a missionary zeal, if you will—professional zeal—to become involved in education in that sense.

As a counselor, did quite a few home visits within the city; had an opportunity to get into some very, very difficult situations. I have a tremendous amount of sympathy for the problems that are faced by Jack Van Newkirk working within an urban situation with at times very inadequate resources to deal with the severity of the problems that you face within an urban situation. There is certainly a tremendous need for a massive infusion of funds and other resources for the children in schools within those situations if we, indeed, are going to be serious about correcting some of the problems that those children face.

However, it is a mistake to believe that the problems that you find or the children face are isolated to the city. The city is magnified because of the concentration. I want to share something with you. I am not giving you a lot of statistics today or program titles or things that I understand within the Federal system of delivering funds to States and then to local communities, but I think it is im-

portant to understand some of the sort of visceral real things that are faced in a rural environment.

As you travel through this county, there is a lot of beauty. About 5 miles from here, I did a home visit a number of years ago as a principal within the district that I am located. And despite having done many visits in an urban situation, this was the single worst situation I had ever visited in my professional life. And the home I visited consisted of a camper trailer. The trailer was some distance back off of the road, and when I say a camper trailer, one of the small units. It is a pull-behind with a car.

I would imagine it was an abandoned trailer that was found and set up as a home; had a plywood partition down the middle with a door cut in it without a door on it. Inside of what was the bedroom that occupied half of the trailer—probably a space maybe 8 feet square or so—there were two bunk beds that were plywood sheets on which there were blankets. Four people slept in that bedroom—a mother and her boyfriend in one cot, and the two teenage children, a boy and a girl, in the other cot. The front part of it where the doorway was leading in consisted of a small cook surface, a kerosene Kerosun heater if you are familiar with that kind of heating unit and a litterbox, because there was also a cat that shared their accommodations, that was a cardboard box with litter in it that had long since soaked through. And that was the environment children were being raised in.

The funding that we receive from the Federal level is extremely important in dealing with rural poor children. I don't know how else to put it. If a method is thought of to divert funds from rural poor children to flow into an urban situation will certainly be of help to urban children but certainly will not correct or not help us work with the problem such as the problem that I described. I am familiar and will not go into detail with what has happened with those kids as they left that situation and went on through life. Suffice it to say, that if we had been more purposeful in terms of delivery of services to those children, perhaps the long-term costs would be far less than they have turned out to be in dealing with what has occurred with those youngsters.

If we are serious about world class standards, we can't approach the problems that poor children face by diverting money from poor rural children to poor urban children. We can't impose school funding eligibility requirements as far as which buildings become eligible for Chapter 1 funds which are not realistic in terms of school governance or the needs of kids. We simply can't reduce funding or keep funding at current levels and expect greater opportunity and expect us to achieve world class standards because it, indeed, will not happen.

We have used Federal money in Conewago Valley School District—Chapter 1 funds. When we talk about school restructuring, you may be familiar with Reading Recovery. Is that something that you all are familiar with? Ohio State University-based program—it is an early intervention program designed for first grade youngsters. We used Chapter 1 funds, and we were able to locate a teacher who traveled—spent one year at Ohio State University and learned Reading Recovery techniques. Longitudinal studies are fantastic with Reading Recovery. The results are just so very positive

they are unbelievable, and, indeed, those results are being realized in Conewago Valley. The teacher was trained. The teacher came back, taught our teachers those techniques—Chapter 1 teachers and some first grade teachers, and we have also used that same teacher in cooperation with area districts and provided training for 12 other districts in York and Adams County including York City and including districts like Upper Adams where there are heavy concentrations of migratory workers and the children of migratory workers to enable them to have access to a program like Reading Recovery. It has made a tremendous difference.

Chapter 1 this year will be receiving $50,000 less than we did last year, and we are really scrambling at this point in time in light of a State support that is frozen, of Federal support that is declining, and a demand for tax relief at a local level to continue to provide services that our rural poor children desperately need. And there is a need—I would hope that there would be some mechanism by which the Federal Government could find to restore the $50,000 to a district like Conewago Valley that is making an attempt in restructuring and other districts like us that are making those attempts.

Examples of some other areas we have used Federal funds, and I want to express appreciation for them because it has made a world of difference, and these aren't large amounts of money, but they have made big differences; through the Drug Free School Act Student Assistance Program, through vocational funds that are available we have provided on-the-job training. We have been able to acquire quite a bit of industrial technology within our schools.

We have been able to improve the remedial education of vocational students. Through Chapter 2, we have brought a good bit of educational technology into our buildings. In addition to that, we have initiated elementary counseling programs desperately needed at our elementary levels. We have done quite a bit with special education funds to improve the opportunity of handicapped children.

We recommend three basic things, and you have hit upon—I was very happy to hear, Congressman Goodling, the idea of deregulation—trying to have money that is somewhat less targeted. Especially when you get to a district the size of 3,000, the more targets you have, the more difficult they are. If you have a target and $5,000 and the thing becomes so cumbersome that it is difficult to use the $5,000 realistically, it is better to put all those little pieces together and a larger sum of money and provide that—require us to be accountable but not have as many regulations to govern the use of that money. If we had that, I think we could use it even more effectively than we have.

I would also urge deregulation in the area of special education. If you look at some of the statistics, special education and the cost of special education is driving so many of the decisions we have to make in education because it soaks up tremendous sums of money for us. Also, safety and environmental labor concerns that drive up the cost of education and divert educational time and resources to deal with things not involving education. I would urge increased funding at both the rural and urban area in both rural and urban

school districts, and I would encourage massive help in urban districts.

I am not currently an urban educator but recognize the need of that, not by diverting money from districts that have rural children in them but by initiating massive aid to urban school districts to help them deal with the tremendous crush of problems that they face. And thank you very much for all you do for education. As one rural superintendent, I very much appreciate it and encourage you to even do more.

[The prepared statement of William Lance Landauer follows:]

FEDERAL FUNDING

Wm. Lance Landauer, Superintendent
Conewago Valley School District

Excessive regulation and targeting small amounts of Federal dollars to support very specific aspects of education diminishes the effectiveness of the money available. If the United States of America is to achieve world class achievement in education the Federal government must increase its role in support of education. Initiatives should include the following.

1. Dramatically increase school funding and reduce the regulations which govern its use.
2. Save our children through a massive program aimed at helping poor, neglected, and abused children escape their environment of abuse and neglect.
3. Extremely costly special education, transportation, safety, environmental, and the myriad of other regulations which divert energy and resources from the business of education must be dramatically reduced or eliminated.

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4. Recognize that relatively small, short-term educational interventions will achieve poor results.

5. Government should avoid excessive education bashing. The purposeful and systematic erosion of confidence in our schools will serve to reduce their effectiveness.

In the Conewago Valley School District Federal funds have enabled us to help improve the educational opportunities of our rural poor. Examples include the following:

1. Through Chapter I funding we have established a Reading Recovery program and regional training center in the Conewago Valley School District . Reading Recovery has been successfully implemented in New Zealand, Australia, and parts of the United States of America. It is an early intervention program which targets first grade children with reading problems. Currently we serve 20% of our first graders and we are achieving remarkable results. Children who previously would have been educationally disabled are now able to function successfully in school. To establish our center we needed to send a teacher to Ohio State University

for a year and, in turn, she has trained District teachers on her return from Ohio. Without Chapter I funding our poor rural children would continue to suffer the curse of illiteracy. As a Reading Recovery training center we have provided and continue to provide training for teachers from twelve different districts in addition to our own. Districts range from those serving rural poor and the children of migrant agriculture workers to those serving urban disadvantaged youth.

2. Chapter II funding has helped us to bring needed technology into our school and helped us to establish an elementary counseling program.

3. Federal vocational funds have assisted in obtaining needed vocational equipment, helped establish a diversified occupations program for disadvantaged and handicapped high school students and provided remedial instruction for those children lacking adequate basic skills.

4. Math and science (Title II) funds have assisted in providing needed staff development opportunities to upgrade the teaching skills of our math/science teachers.

5. Drug Free Schools funds have helped to provide materials and in-service for teachers as well helped to establish Student Assistance Teams and improve relationships among social service agencies and the schools.
6. Migrant education funds have helped us to offer effective English as a Second Language and bi-lingual education programs.

Recently Federal support for education has declined. I urge that you support:

1. Increasing the funding for education;
2. Accelerate the funding for urban areas but not at the expense of small rural schools;
3. Reduce costly regulations;
4. Provide greater flexibility in the use of education funding;
5. Restore Chapter I funding cuts to schools (Conewago Valley School District lost over $50,000 in Chapter I funds for next year).

Mr. GOODLING. Dr. Fowler is in the area where we have the Army War College so he gets some students from the Army War College. It has been located in Carlisle for a long time. We hope it will remain there after all these change plans and so forth. So, Dr. Fowler, why don't you——

STATEMENT OF GERALD FOWLER, SUPERINTENDENT, CARLISLE AREA SCHOOL DISTRICT, CUMBERLAND COUNTY, PENNSYLVANIA

Mr. FOWLER. Thank you. Well, we do hope the Army War College is going to stay around for a while. Particularly, I think the government has invested about, I am told, about $80 million in a new facility on that base dealing with strategic planning, computer war gaming and the like. The War College also brings international students to us. Of course, our allied forces—their military leadership come to Carlisle, and they bring their families, and we receive about 100 children from all over the world every year, many of whom do not speak English. And we appreciate what the War College adds to our school district.

A good example would be the recent Desert Storm activities. As some of their military leaders were coming home, they would stop in at the War College. Their children attended our school district, and you could often find them in our high school talking to some of our students about activities. They were going home and seeing news reports on television, and it was very good for our students.

Thank you for the opportunity to speak. When I looked at the framework I was given, which I was told was 5 minutes, and the short time span that I had, I thought I would take a different approach and deal more with some philosophical kinds of issues. I think it is important that we maintain our vision, what we are trying to do and what we believe in as we construct programs though I will be happy to respond to any detailed questions. So I thought I would try to give you some things to think about in that area.

I would like to say I was born in Washington, DC, on North Capitol Street. I would like to say on the Fourth of July, but I can't. When I teach people I say I am the only true native Washingtonian. Most people come to Washington and go, but my father had a little bakery in Washington—a little mom and pop operation, and I just think it is a wonderful city despite all the problems and go back often to visit.

Anyway, with that said, I would like to read from my prepared statement here. Again, I want to thank you for the opportunity to testify on the reauthorization of the Hawkins-Stafford Act. I will focus my remarks on some of the more global issues related to the needs of low income and educationally disadvantaged children since it would appear that other persons testifying will or have addressed some of the more practical concerns.

Before I begin, you should know that prior to becoming a superintendent, I have had numerous experiences with programs that come under this Act. I have served as an elementary principal, a reading supervisor, an elementary classroom teacher at a variety of levels including first grade and in the mid 1970's served under a

fairly unique federally funded program improvement grant in Prince George's County, Maryland, that evolved from a District Court Order to desegregate the school system. As a participant, I was part of a group charged with designing and demonstrating effective school programs on a school-by-school basis within the county.

In assessing the effectiveness of programs funded under this Act or any programs for that matter, I believe that you must first accept the following assumptions: Teaching basic subjects such as reading, mathematics, science, et cetera, is a fairly simple process. Learning those subjects, on the other hand, is often a complex and difficult individual challenge. It is a subtle difference, but sometimes we spend our efforts looking, I think, and putting money into the wrong things.

A simple example, learning to ride a bicycle versus teaching somebody to ride a bike. If you have children or have had your children pass through and you have tried to teach them to ride a bicycle, on a very simple level teaching it there is not much to do. You put the child on the bike, you explain what needs to be done. You may set them up with some training wheels or whatever, but learning to ride the bike is going to take a lot of hard work and a lot of practice. But it is something that the child must do.

And it is important as educators that we understand the difference between teaching and learning, and in order to do that, we need to study the learning process and how human beings learn skills and develop and evolve. And it is a crucial difference, and I think it is where we need to put our staff development and teacher training money.

Teachers and school districts who have a limited conceptual grasp of how learning occurs from a process perspective will more often than not design inappropriate and ineffective programs. People get into the issue very often with Chapter 1 whether we should have pull-out programs or not have pull-out programs. Well, for example, you need to know what you are trying to accomplish from the perspective of what the learner needs, what type of reinforcement opportunities should occur, the environmental situations that serve as a stimulus and motivation. You need to understand how all that interacts, and I think it is crucial to success. And you can go around this country and see some programs that have pull-out that are very successful and other programs that are dismal failures. And I think the underlying reason is the people involved with the programs have an understanding of the process involved and are not simply going from activity to activity which seems to be the best activity.

In fact, I was talking with an educator—this is not in my remarks—years ago, and he said the big problem with all these reading activities we have is they are all doomed to succeed. Everything on the market has been successful somewhere. The problem is matching the appropriate program with the appropriate child, and, again, I go back to you do that if you have an understanding of the learning process in individual learning styles and differences and things like that.

Time is a critical component of most learning, and unless its use is carefully monitored, it will interfere with long-term individual

gains regardless of the quality of the activities. Don't misunderstand. Commissioner Bard talked about eliminating the time as the basis for developing educational programs. My position is not in conflict with that. In fact, it is in support of that. What we have now is a situation that says everybody gets the same amount of time on a particular subject regardless of your ability to master it. You can see this with little children.

Sometimes I know as a first grade teacher it was fairly obvious I didn't need to teach differently, I needed to give them more time practicing much like the bicycle riding example. And, yet, if you would go to most schools and most programs at that time and you looked at a teacher's schedule or remedial reading teacher's schedule, all children got the same amount of time to be fair. Each child would get 90 minutes a week in a pull-out program. Well, not all children needed 90. Some needed 290 minutes. Some may have needed less, and I think that is an important thing to understand, that time is a critical component.

I think we need to understand that assessment is not teaching, and effective teaching, however, includes an assessment component. Merely increasing the number of assessment activities will have limited impact on learning. Looking back over the last 20 years, very often new programs—core pieces of the new programs were extended testing situations, and I can remember years ago having my first grade students spend 2 weeks at the beginning of the year being assessed for their reading program. Well, that is 2 weeks of instructional time that was lost while we were making these critical diagnoses on things that really had minimal impact on the actual instructional program.

I think it is very important that we understand the role of assessment and look at some things other than standardized testing. And there are some very sophisticated monitoring activities that you can incorporate into your teaching now. Some of the new buzz words you hear are authentic learning and portfolio assessment and things like that, and I think we are headed in the right direction with those things.

Recognizing and accepting these assumptions makes either/or arguments about topics such as pull-outs versus inclusion, degree of testing, the "best materials or programs" irrelevant. More importantly, it says to those who must fund such activities and are looking for accountability that we should expect programs to follow a sound logic and chronology which promotes learning and clearly documents that learning is occurring. This way funding can be more effectively used to enhance the teaching/learning process for educationally disadvantage and low income children.

Characteristics of effective programs often include staff development components, local control of program development, flexibility and range in program variations, accountability through longitudinal sustained effects monitoring, parent involvement, a portfolio of learning strategies to include peer tutoring and cooperative learning, a clear mission in the ability of each staff member to explain from a process perspective how program components are appropriate to the learning of each student in the program.

In summary, let me say that it is critical to have a clearly articulated set of assumptions and that program monitoring should be

constructed in a way to determine what degree the assumptions and programs match. In addition, I totally concur with Commissioner Bard's position that changing the current method of targeting will eliminate the broad-base support for Chapter 1 and have a negative impact on many schools and that Chapter 2 and the Eisenhower Math and Science Programs have made significant contributions to school reform.

Most communities have poor and disadvantaged children. It would be unfortunate if funding shifts caused children and the teachers who work with these children who are currently receiving services to be excluded under a reauthorization. I would like to conclude by saying I can tell you that, you know, we are losing money. Chapter 1 funds have been cut for us significantly. We have also lost Impact Aid money that we get because of the Army War College. We are absorbing as much as we can in our local budget, but we won't be able to absorb all of the costs, and there will be some services lost next year for us. So, again, thank you for the opportunity to make a statement here today.

[The prepared statement of Gerald L. Fowler, PhD follows:]

STATEMENT OF GERALD L. FOWLER, PHD, SUPERINTENDENT, CARLISLE AREA SCHOOL DISTRICT, CARLISLE, PENNSYLVANIA

Thank you for the opportunity to testify on the reauthorization of the Hawkins-Stafford Act. I will focus my remarks on some of the more global issues related to the needs of low income and educationally disadvantaged children since it would appear that other persons testifying will or have addressed some of the more practical concerns.

Before I begin, you should know that prior to becoming a superintendent, I have had numerous experiences with programs that come under this Act. I have served as an elementary principal, reading supervisor, elementary classroom teacher at a variety of levels, including first grade, and in the the mid-1970s served under a fairly unique federally funded program improvement grant in Prince George's County, Maryland, that evolved from a District Court Order to desegregate the school system. As a participant, I was part of a group charged with designing and demonstrating effective school programs on a school-by-school basis within the county.

In assessing the effectiveness of programs funded under this Act, or any programs for that matter, I believe that you must first accept the following assumptions:

1. Teaching basic subjects such as reading, mathematics, science, et cetera, is a fairly simple process. Learning those subjects, on the other hand, is often a complex and difficult individual challenge.

2. Teachers and school districts who have limited conceptual grasp of how learning occurs from a process perspective will more often than not design inappropriate and ineffective programs.

3. Time is a critical component of most learning, and unless its use is carefully monitored, it will interfere with long-term individual gains regardless of the quality of the activities.

4. Assessment is not teaching. Effective teaching, however, includes an assessment component. Merely increasing the number of assessment activities will have limited impact on learning.

Recognizing and accepting these assumptions makes either/or arguments about topics such as pull-outs versus inclusion, degree of testing, the "best" materials or programs, et cetera, irrelevant. More importantly, it says to those who must fund such activities and are looking for accountability that we should expect programs to follow a sound logic and chronology which promotes learning and clearly documents that learning is occurring. In this way, funding can be more effectively used to enhance the teaching/learning process for educationally disadvantaged and low income children.

Characteristics of effective programs often include staff development components, local control of program development, flexibility and range in program variations, accountability through longitudinal/sustained effects monitoring, parent involvement, a portfolio of learning strategies to include peer tutoring and cooperative

learning, a clear mission, and the ability of each staff member to explain from a process perspective how program components are appropriate to the learning of each student in the program.

In summary, let me say that it is critical to have a clearly articulated set of assumptions and that program monitoring should be constructed in a way to determine what degree the assumptions and programs match. In addition, I totally concur with Commissioner Bard's position that changing the current method of targeting will eliminate the broad-based support for Chapter 1 and have a negative impact on many schools and that Chapter 2 and the Eisenhower math and science programs have made significant contributions to school reform. Most communities have poor and disadvantaged children. It would be unfortunate if funding shifts caused children and the teachers who work with those children who are currently receiving services to be excluded under a reauthorization.

Thank you for listening to my commentary.

Mr. GOODLING. The next superintendent represents the first capital of the United States where the Articles of Confederation were signed and the first Thanksgiving Proclamation was signed and all those good things. Dr. Van Newkirk.

STATEMENT OF JACK VAN NEWKIRK, SUPERINTENDENT, YORK CITY SCHOOL DISTRICT, YORK COUNTY, PENNSYLVANIA

Mr. VAN NEWKIRK. I was not present for those.

Mr. GOODLING. I thought you helped sign them.

Mr. VAN NEWKIRK. I appreciate the opportunity to address the committee on the issues relating to the reauthorization of Federal educational programs. Since these programs were first established, however, the recognized needs of American youth have increased. Educational systems can no longer provide only academic programs to our students. We must provide a cadre of support programs for children whose human basic needs are not being met. Only then can these children at risk concentrate on their academic growth and excellence.

We are grateful and appreciative for our newly funded Even Start Program. Parents are learning to become their children's first teacher. It is our belief that this program will lower the number of students who enter our schools unprepared. Most importantly, the parent/child relationship partnership will clearly enhance the adult learning outcome. This is important because of the influence factor of parents being the role model as their child's first teacher.

I appreciate the opportunity to discuss Chapter 1, a newly introduced bill by Congressman Goodling, H.R. 1527, which deals with the coordination of services Chapter 2 and Title VII funding for bilingual education. York is located in a city with a population of approximately 45,000 people, condensed into an area of 600 city blocks, occupying approximately 5 square miles. Three hundred of these blocks are residential. This is a population density similar to that of New York City. It is a school district with a 29.5 percent poverty rate based on census poverty data.

I am here to testify that we support the current distribution of basic formula for Chapter 1 funds. Although my district would benefit from the formula being changed, in good conscience, I think it is important that poor children throughout the country be supported, not just those in urban districts. For example, Pennsylvania is primarily a rural State, and if targeting is changed, many poor children in rural or suburban local educational agencies will not

receive Chapter 1 services. It is possible that over half of Pennsylvania's children in Chapter 1 Programs could lose the service. Poor children, no matter where they live, deserve to be included in the funding loop.

I do, however, request that the formula for the concentration funds be re-evaluated. Concentration grants total $26 million plus in Pennsylvania. The School District of the City of York receives none of these moneys. My school district is located in a relatively wealthy rural county, and since the current concentration formula is based on the number of low income students in the county, my district is at a disadvantage because of its location. Other districts in highly populated counties who do not have as many needy students as my district are obtaining concentration grants.

I respectfully request that the committee change this formula so that Chapter 1 funding for the concentration grant be awarded on the population density of low income students within individual districts. The current formula is acceptable for States with county-wide school districts but is unfair for districts located in States where the county poor is used to determine the funding and the districts within that county vary widely in the number of poor students. If the concentration grant is changed, the school district of the City of York and many other districts similar to mine across the country will no longer be penalized for being located in rural, wealthier counties.

My second topic, H.R. 1527, introduced by Congressman Goodling on March 30, 1993. This bill will amend Chapter 1 so that the local educational agencies who meet poverty criteria can conduct model programs in partnerships with community-based organizations. The passage of this bill will enable my district to apply so that we may establish a dormitory for 100 students who are not only at risk but in peril. This dormitory will shelter these students while the school district and the community agencies work together in a partnership to meet their most basic human needs.

Every day of the school year, we have children who are either afraid to return home or have no home. The school district of the City of York can no longer lock the school doors and turn these youngsters into the streets to fend for themselves. This bill will enable poorer districts throughout the country to work with their community to design programs that meet the students' needs.

The Chapter 2 Program provides my district with a very valuable funding source. Because of the flexibility permitted under Chapter 2, we are able to focus our efforts on areas we deem most critical to our students. We have used these funds in collaboration with district funds for an extensive instructional staff development program modeled after the Madeline Hunter paradigm. Many of our instructional staff have found this to be a most rewarding professional development experience. In addition, our students have been provided with up-to-date technology.

The school district of the City of York, like many districts, would not be able to have this type of expandability and supplemental service if it had not been for Chapter 2. We request that Chapter 2 funds not only be reallocated but the flexibility be maintained and preserved.

The next educational area I wish to address is that of Federal assistance in providing English as a second language for the number of students increasing in size who are in need of those services. Currently, it is not possible to obtain Title VII funding in the district for bilingual education. I am sorry. It is not possible to obtain Federal Title VII funding if the district does not provide bilingual education. Our district has students who enter schools speaking many different languages. As a result, we have chosen to provide these students with English as a second language curriculum. These students spend from 6 weeks to 1 year in a setting where they are exposed to intensive English language education.

During this time, they are also given support in their basic subjects. Every student has special needs in language instruction, and each student is mainstreamed as his or her development of English proficiency permits. For the school district of the City of York, such an effort requires the employment of 10 additional staff members. Districts faced with this challenge must have some financial support. It is appropriate that such support be Federal as it is truly in the national interest to assist in the assimilation of our new citizens. We request, therefore, that during reallocation Title VII is adjusted so that bilingual education and English as a second language programs may be funded.

It is further appropriate that the Federal Government assist in the development of concepts and ideas that work for the future—risk-taking situations, if you will. An example of such is distance learning. While it would be appropriate to expect and require the local educational agency to pay ongoing costs, it is imperative that national assistance be forthcoming with the extensive expensive startup installation costs. Also, numerous programs were developed over the years, and various offices and organizations were established to implement these respective services to children.

I believe the time has come for us to take a serious look at consolidation and coordination of these services. It would be most helpful if Federal funding would be available for planning within a community so as to eliminate duplication and, at times, inertia and inefficiency. The task will require an independent, objective, analytical staff. I believe the investment would pay dividends.

The reauthorization process provides an opportunity for the Federal programs to be updated so that they meet the needs of our children in our schools today. We ask that you would consider that aside from the families, no one knows the needs of its children more than the educators who dedicate their lives working with them. Give us the flexibility and funding support so that we may prepare the children of today for the world of tomorrow. "If a nation expects to be ignorant and free in a state of civilization, it expects what never was and never will be." Thomas Jefferson, 1816. Thank you.

[The prepared statement of Jack C. Van Newkirk follows:]

STATEMENT OF JACK C. VAN NEWKIRK, SUPERINTENDENT, SCHOOL DISTRICT OF THE CITY OF YORK

My name is Jack C. Van Newkirk and I am the Superintendent of the School District of the City of York. I appreciate this opportunity to address the committee on the issues relating to the reauthorization of Federal educational programs. Since

these programs were first established, the recognized needs of American youth have increased. Educational systems can no longer provide only academic programs to our students. We must provide a cadre of support programs for children whose basic human needs are not being met. Only then, can these "children-at-risk" concentrate on their academic growth and excellence.

We are grateful for our newly funded Even Start Program. Parents are learning to become their children's first teacher. It is our belief that this program will lower the number of students who enter our schools unprepared. Most importantly, the parent/child partnership will clearly enhance the adult learning outcome—important because of the influence factor of parents as the role model as their child's first teacher.

I appreciate the opportunity to discuss Chapter 1, a newly introduced bill by Congressman Goodling—H.R. 1527, which deals with the Coordination of Services; Chapter 2 and Title VII funding for bilingual education.

York is located in a city with a population of approximately 45,000 people, condensed into an area of 600 city blocks, occupying approximately 5 square miles. Three hundred of these blocks are residential. This is a population density similar to that of New York City. It is a school district with a 29.5 percent poverty rate based on census poverty data.

I am here to testify that we support the current distribution of basic formula for Chapter 1 funds. Although my district would benefit from the formula being changed, in good conscience, I think it is important that poor children throughout the country be supported, not just those in urban districts. For example, Pennsylvania is primarily a rural State, and if targeting is changed, many poor children in rural or suburban local educational agencies will not receive Chapter 1 services. It is possible that over half of the children served in Pennsylvania's Chapter 1 programs may lose services. Poor children, no matter where they live, deserve to be included in the funding loop.

I do, however, request that the formula for the concentration funds be reevaluated. Concentration grants total $26,540,791 in Pennsylvania. The School District of the City of York receives none of these moneys. My school district is located in a relatively wealthy rural county, and since the current concentration formula is based on the number of low income students in the county, my district is at a disadvantage because of its location. Other districts, in highly populated counties who do not have as many needy students as my district, are obtaining concentration grants. I respectfully request that the committee change this formula so that the Chapter 1 funding for the concentration grant be awarded on the population density of low income students within individual districts. The current formula is acceptable for States with countywide school districts but is unfair for districts located in States where the county poor is used to determine the funding and the districts within that county vary widely in the number of poor students. If the concentration grant formula is changed, the school district of the City of York and many other districts similar to mine across the country will no longer be penalized for being located in rural, wealthier counties.

The second topic in my testimony concerns the bill H.R. 1527, introduced by Congressman Goodling on March 30, 1993. This bill will amend Chapter 1 so that local educational agencies who meet poverty criteria can conduct model programs in partnership with community-based organizations. The passage of this bill will enable my district to apply so that we may establish a dormitory for 100 students who are not only "at-risk" but in peril. This dormitory will shelter these students while the school district and the community agencies work in partnership to meet their most basic human needs. Every day of the school year, we have children who are either afraid to return home or have no home. The school district of the City of York can no longer lock the school doors and turn these youngsters into the streets to fend for themselves. This bill will enable poorer districts throughout the country to work with their community to design programs that meet the students' needs. We urge Congress to pass H.R. 1452.

The Chapter 2 Program provides my district with a very valuable funding source. Because of the flexibility permitted under Chapter 2, we are able to focus our efforts on areas we deem most critical to our students. We have used these funds in collaboration with district funds for an extensive instructional staff development program modeled after the Madeline Hunter paradigm. Many of our instructional staff have found this to be a most rewarding professional development experience. In addition, our students have been provided with up-to-date technology. The school district of the City of York, like many other districts, would not be able to have this type of expandability and supplemental services if it had not been for Chapter 2. We

request that Chapter 2 funds not only be reallocated but that the flexibility of same be preserved.

The next educational area I wish to address today is that of Federal assistance in providing English as a second language curriculum for the increasing number of students who are in need of those services. Currently, it is not possible to obtain Federal Title VII funding if the district does not provide bilingual education. Our district has students who enter schools speaking many different languages. As a result, we have chosen to provide these students with English as a second language curriculum. These students spend from 6 weeks to 1 year in a setting where they are exposed to intensive English language education. During this time, they are also given support in their basic subjects. Every student has special individual needs in language instruction and each student is mainstreamed as his/her development of English proficiency permits. For the school district of the City of York, such an effort requires the employment of 10 additional staff members. Districts faced with this challenge must have some financial support. It is appropriate that such support be Federal as it is truly in the national interest to assist in the assimilation of our new citizens. We request, therefore, that during reallocation, Title VII is adjusted so that bilingual education and English as a second language programs may be funded.

It is further appropriate that the Federal Government assist in the development of concepts and ideas that work for the future—risk-taking situations, if you will. An example of such is "distance learning." While it would be appropriate to expect and require the local educational agencies to pay ongoing operational costs, it is imperative that national assistance be forthcoming with the extensive, expensive, startup installation costs.

Also, numerous programs were developed over the years and various offices and organizations were established to implement these respective services to children. The time has come for us to take a serious look at consolidation and coordination of said services. It would be most helpful if Federal funding would be available for planning within a community so as to eliminate duplication and at times inertia and inefficiency. The task will require an independent, objective, analytical staff. I believe the investment would pay dividends.

The reauthorization process provides an opportunity for the Federal programs to be updated so that they meet the needs of our children in our schools today. We ask that you consider that aside from the families, no one knows the needs of its children more than the educators who dedicate their lives working with them. Give us the flexibility and funding support so that we may prepare the children of today for the world of tomorrow.

"If a nation expects to be ignorant and free, in a state of civilization, it expects what never was and never will be." Thomas Jefferson, 1816.

Chairman KILDEE. Thank you very much. I think the person who began using the word flexibility in the committee—I don't think, I know—was Bill Goodling, and he has met a great deal of resistance. But I think he has made some converts in the committee now so we are going to try to address that question of flexibility in a variety of ways this year. So I appreciate your comments on that.

Let me ask you this question, Dr. Van Newkirk. The County of York, apparently, doesn't meet the criteria for concentration grants.

Mr. VAN NEWKIRK. That is correct.

Chairman KILDEE. And, therefore, even though your York City school would——

Mr. VAN NEWKIRK. Would meet the criteria.

Chairman KILDEE. [continuing] because it goes down to the county level. Then you are left as an island there without any concentration grant coming in——

Mr. VAN NEWKIRK. That is correct.

Chairman KILDEE. And, Bill, you have a bill to address that, haven't you?

Mr. GOODLING. Trying to deal with that.

Chairman KILDEE. Okay. Right.

Mr. VAN NEWKIRK. Thank you very much.

Chairman KILDEE. And I am looking at it myself because for a variety of reasons—the objective qualities of the bill plus I think I have a few areas in my district too that have that same problem. But Bill introduced that bill about 6 weeks ago, wasn't it?

Mr. GOODLING. A couple weeks ago.

Let me ask you this question. Dr. Landauer, you talked about the Reading Recovery Program with which I am familiar. That is a pull-out program, and there have been some efforts to try to eliminate the pull-out programs for Chapter 1. Do you think that we could do something—are there pull-out programs that are not meaningful and some like Reading Recovery that are, and how should we address that? Or should we leave the flexibility up to the local school district?

Mr. LANDAUER. I would encourage permitting flexibility. The difference with Reading Recovery essentially is that the intervention occurs very early in the child's education. It is intensive. It is a half an hour per day individually with a certified teacher—a qualified teacher, and, indeed, statistically, it has been demonstrated that the children when they are handled in that fashion are able to return to their class as average readers and to remain as such through the rest of their schooling. The early intervention eliminates some of the very, very difficult circumstances that youngsters face as a result of continued school failure and as a result of falling further and further behind their classmates.

Reading Recovery is one of those programs, as we talk about trying to develop model programs and model schools, that has been there a long time. This is a program developed at Auckland University in New Zealand and was transported to Australia and then to Ohio, and Ohio is where we received the training. It is, I think, the kind of program we need to look for more frequently because there are so many of them that are out there. Reading Recovery is working. The response I had—I would share one superintendent—in fact, Jack's district is using it. Feedback has been excellent. There is a neighboring district that is using it, and the superintendent was absolutely opposed to any pull-out program philosophically and absolutely; for the first year, did not participate in Reading Recovery, visited the training site, and first year sent one teacher through. This was just last year in Reading Recovery and is such a believer in it now that next year he is going to get two more teachers through and be fully up and running with Reading Recovery.

That is one of the problems with regulations, I feel—that well-intended regulations that would say, "We are opposed to pull-out programs because a lot of places they don't work"—a regulation comes about that prohibits us from doing something that has been demonstrated to be successful because people in their good intentions were ignorant of the fact that such a program existed.

Permitting flexibility at a local level, I think, is essential. The less regulation you deliver to us as a school district I can assure you the better job we will do, and I have no problem being held accountable for it. If regulated, we are not going to do as well, and if we are held to be accountable with those regulations that get in our way, the problem is that I see us as needing to be held less accountable because, indeed, the people who make the regulations

should be held accountable for the results of those regulations, if that makes sense to you.

Chairman KILDEE. No, it does. I find it very helpful because the pressure has been on no pull-out programs, and yet you see a program like this that is certainly effective, and then the other principle is that we probably should trust the educators on the local level to decide what is best for that particular situation.

Mr. LANDAUER. And you will be hearing from B. J. Irvin later on. And B. J. will be able to give you a far more personal sense of what Reading Recovery is all about. I am new to it and an administrator of it, but she has a real feeling for it.

Chairman KILDEE. But you sent one of your teachers to Ohio. Is that it?

Mr. LANDAUER. That is correct.

Chairman KILDEE. Okay. So that was part of the staff development there to——

Mr. LANDAUER. That is correct. And Chapter 1—through use of our own local funds, and some extra moneys that Chapter 1 provided for us through support from a lot of different places, we were able to do that. And, in fact, we have marketed the training slot so the districts using Chapter 1 funds are able to have teachers trained within our district. We installed a one-way glass. The training is highly professional training.

Long-term reading teachers who have been in the business for a career going through Reading Recovery at each of the training sites have the same response when they are finished—almost universally—that I have discovered I didn't know how to teach reading as well as I thought I did. When I got through Reading Recovery, I found I have an entire, new approach to the teaching of reading, and that happens continually. And those programs are out there.

Again, if it weren't for Chapter 1, we wouldn't have done that. I wish I could show some videotape of some children that I witnessed when we did the training component, when the kids were finally able to read, and a mother with tears streaming down her face and a child proudly reading a book to our school board members. It is a marvelous program. I have talked with mothers who just wish they would have had it for their older children because now they see a child as a first grader who can read, and they knew their child wasn't able to read all the way through school—read effectively.

Early intervention is a place we need to spend a lot of money—preschool kinds of programs. There is no doubt. If we are going to—and some of the comments that Jack made and having prior urban experience—if we are really going to have an effect on children, we have got to start early, and we have got to do it very, very seriously because the problems our children are facing today, and I have been in education close to 30 years now—I think as you gentlemen well know, are far, far greater than they have ever faced before.

As I look even in little old Conewago Valley, the children who come to us come from very, very poor backgrounds as far as nurture is concerned, with mothers working two jobs and a father who has disappeared, and a child who really never has a chance to be with a parent. That is right around this area, and it is sort of mag-

nified within an urban area, but it is true of our society. We have got to get serious about it if we are going to continue to be a viable democracy. The last quote that Jack read, I think, is extremely important. We can't afford ignorance. That is the thing that is the least affordable for us as a society.

Chairman KILDEE. Just one further question. Dr. Fowler, is it present Impact Aid that gives you difficulties with your War College or the proposed changes in the impact data that you find difficult?

Mr. FOWLER. We have already been reduced. Next year, we are going to be reduced by about $70,000. You know, our understanding is that eventually we will be significantly reduced. It causes us problems, obviously, because particularly at the War College you have families coming in and out every year. Typically, we don't know how many children we are going to get until late in August so it is difficult to do advanced budgeting although you can use trends to some degree.

The other area for us with the International Fellow, we mentioned the children who come from the foreign offices. We get no additional money for them. We don't get Impact Aid or anything, and, as I said, that is 100 students approximately that come in every year, and that can be very costly to us. Much of the ESL Program that we have, and it is locally funded, goes towards working with those children who are here for a year and then they are gone. And so sometimes it becomes an interesting discussion among the board members whether we should locally fund those programs or not. Fortunately, our board has done the right thing and funded them. But we are concerned about Impact Aid and the loss of that.

Chairman KILDEE. Thank you very much.

Mr. GOODLING. I will yield to the gentleman from Wisconsin.

Mr. GUNDERSON. Well, I will be very brief in the interest of time. Dr. Van Newkirk, I have to tell you that your comments regarding Chapter 1 formula I think are right on, not just for an urban district, but I have very rural districts, and it boggles my mind that we use a countywide determinant for eligibility for Chapter 1 in terms of the formula. And it also boggles my mind that we use once every 10 years census data. I mean, this has got to be the only program in America that we update once every 10 years.

But I plead with you all to think about and perhaps some of our Chapter 1 specialists will give it to us, if not today—would you think about and get back to us as to what you think would be a more accurate and more current determinant for Chapter 1 allocations. Does the school lunch criteria work in terms of a poverty base? Is that helpful? Is there something else that we can do this almost on an academic-year basis updated to reflect the dynamic changes economically and demographically that are occurring within our school districts? Any help you can give us—I think I speak for everybody on this side. We would very much like that kind of input. That is all I have, Mr. Chairman.

Mr. GOODLING. I would just have two comments, I guess. First of all, I would ask, Dr. Fowler, in your Impact Aid, how many of your students actually live on the War College grounds, and how many War College students do not live on——

Mr. FOWLER. Okay. Boy, that is a tough one because they don't have adequate housing so we have a large number—I will see that you get that information.

Mr. GOODLING. Good. Because it makes a big difference, of course, as far as Impact Aid and whether you are Super AA—what you are.

Mr. FOWLER. I will see that you have that information immediately.

Mr. GOODLING. And the only other comment I would make is I am sure they are hearing what you are saying on concentration grants. We have the—I call them the pork brothers who are the two lobbyists for Greater City Schools, and we have to overcome the pork brothers when you deal with this issue. And I think a lot of people on the committee probably have county school districts rather than, as we do, individual school districts within the county and probably don't think about the fact that, "Now wait a minute. There are a lot of areas where there are just individual school districts. They are not a county school system," so they have 29 percent poverty or——

Mr. FOWLER. Twenty-nine point five.

Mr. GOODLING. [continuing] twenty-nine point five percent poverty and can't get one penny of concentration grants so probably all sorts of people are getting concentration grants at 20 percent or 22 percent poverty, but they can't get any at 29. We thank you very much for your testimony. It has been very meaningful. Again, Mr. Chairman, we have a diverse group in relationship to the type school districts that they represent. It is pretty much a cross-section of school districts so we will just start the way we have them listed starting with York City, and, Ms. Cuba, if you wish to start with your testimony?

STATEMENT OF AMELIA CUBA, CHAPTER 1 TEACHER, YORK CITY SCHOOL DISTRICT

Ms. CUBA. Thank you. My name is Amelia Cuba, and I have been a Chapter 1 reading teacher for 5 years in the school district of the City of York. I teach at Devers Elementary School, a school where 67 percent of our children qualify for the free or reduced national lunch program. There are 466 students in our school, and 97 of these participate in our Chapter 1 Program.

Today, I would like to address three areas of our Chapter 1 Program: the in-class model, the Reading Recovery Program, and the use of technology to assist our Chapter 1 students. Our district uses the in-class model in our program which means that the Chapter 1 teachers go into the classroom and work with Chapter 1 students to reinforce the classroom teacher's lesson. We work with children in small groups or an individual basis. We explain the material, which has been taught by the classroom teacher, using different approaches, methods, and materials.

Sometimes children don't understand the concept the class has been exposed to. But the small group or individual help allows them to see how this new concept fits into the total picture of the topic they are studying. As a result of this cooperative effort be-

tween the Chapter 1 teacher and the classroom teacher, children who have not succeeded are now achieving new levels of mastery.

My next topic, the Reading Recovery Program, is very near and dear to my heart. The training I received last year at the Conewago Lincoln site and continue to receive this year has provided me the opportunity to grow in my profession more than any other training I have ever had. This training enables me to give daily, intensive, individual instruction in reading to children testing lowest in the first grade. To one little girl, for example, this program meant the difference between success and failure. She learned that if she worked hard with the support of her family and teachers, she could attain the same level of reading as those of her classmates.

To those of you who have never experienced the dynamics of failure, you may not relate to this. However, I very strongly believe that this could be the most significant event in this little girl's school career. Her outlook on life and feelings about herself have been changed for a lifetime. When we remember that reading is fundamental to all school success, funding of expensive, individualized programs such as Reading Recovery becomes a good national investment.

My last point, the use of technology, is a way of thanking you for the Federal funds that allowed my district to purchase the technology which we currently use in our Chapter 1 labs. This technology allows our children to experience reading in another way. They learn reading is in every part of their lives. These three components of our Chapter 1 Program have allowed us to change the lives of boys and girls as they travel the path to literacy. Thank you.

[The prepared statement of Amelia Cuba follows:]

STATEMENT OF AMELIA CUBA, CHAPTER 1 TEACHER, SCHOOL DISTRICT OF THE CITY OF YORK

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strongly that this could be the most significant event in this little girl's school career. Her outlook on life and feelings about herself have been changed for a lifetime. When we remember that reading is fundamental to all school success, funding of expensive, individualized programs such as Reading Recovery becomes a good national investment.

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These three components of our Chapter 1 program have allowed us to change the lives of boys and girls as they travel the path to literacy.

Mr. GOODLING. And next we will hear from Betty Jane Irvin, and she is from Shippensburg which is new to my district at this particular time since the last census.

STATEMENT OF BETTY JANE IRVIN, CHAPTER 1 COORDINATOR/TEACHER, SHIPPENSBURG AREA SCHOOL DISTRICT

Ms. IRVIN. My name is—I get referred to as B. J. more than anything else. I might as well use that. I am B. J. Irvin. I am the Reading Supervisor at Shippensburg Area School District. As part of my role, I coordinate all our Federal programs; Chapter 1, Title II, Chapter 2.

I can address the idea of flexibility—the fact that we have been able to coordinate all three of those programs and make sure that the things that we are doing for our students are being supportive by taking a look and making sure we spend those moneys wisely and that they complement each other. I am also the site coordinator for our Reading Recovery Program, our early intervention program for first grade students. I appreciate this opportunity to share with you what I feel is working in Chapter 1 and some concerns that I have about reauthorization.

To give you some background, I have been in Chapter 1 since it was Title I. I taught as a Chapter 1 teacher in program application for another small rural district for 14 years before coming to Shippensburg. It has been my experience in both of those very small rural districts that Chapter 1 moneys made a difference on our children, that they provided programs that would not have been available any other way.

I have watched as our Chapter 1 Programs have continued to improve in effectiveness. I love the fact that the ground has been set for me to talk about Reading Recovery. We have shifted the emphasis of our program down to the primary years, and I am seeing for the first time in my career first grade children actually accelerate, not just continue to progress, but accelerate to the point that at the end of their time in the program, when they are discontinued, they are functioning with the average of their classmates.

I didn't have this in my text, but to address your issue about pull-out, Reading Recovery is the only pull-out we allow. At one point, I told my staff that the President had said that we had to have in-class models, and I said it jokingly, but they believed me, and so I have never told them any differently. But the fact is Reading Recovery is for a short period of time. It is not intended to be long term, and I think the effect of the program warrants having those students pulled out. And classroom teachers who prefer in-

class models accept Reading Recovery because of the effects that it has on the those children.

The staff development provided to our Chapter 1 through Reading Recovery training has impacted not only our Chapter 1 teachers but our classroom teachers as well. As those Chapter 1 teachers that have been trained in Reading Recovery have gone back into the classrooms, the strategies about effective instruction and effective evaluation have been able to be shared. And it is impacting all of our students, not just our Chapter 1 students.

Our early intervention model also has a strong parent component. If your child is in Reading Recovery, you have to commit to working every day with that child, and we have them in, and we teach them how to do that. The involvement of those parents has increased the parent involvement in our district and, again, has impacted our entire program.

I took the Reading Recovery training last year with our staff. We, like Conewago, sent someone to Ohio State the year before last, and when our teacher leader came back, I decided if I was going to continue in a role of leadership, I needed to have the same understanding that my staff did. So I took the training, and I would like to share the story of one of the students that I worked with last year.

It was a little girl named Dawn, and I started to work with her in the fall of 1991. She was the youngest of three children living in a single-parent home. And the economic conditions under which she lived were extremely difficult. A lot of mornings when Dawn came in before I could work with her, we had to go down to the cafeteria and get something to eat. She had come to school without breakfast. Dawn's teacher was thinking about referring her for special placement because she had made such limited progress. Most children in Reading Recovery work in the program for about 15 weeks. Dawn wasn't able to discontinue in 15 weeks. I had to keep her all of last year, and that happens sometimes. But at the end of her first grade year, she exited the Reading Recovery Program, and she is now in second grade functioning independently. And although we monitor her progress, she is not needing additional intervention.

So when you think about cost effectiveness, think about what it costs to put someone in a special placement or a cost to retain a student or a cost to keep them in as lifers in Chapter 1—the children that we have had in the program, and they stay with us forever because we haven't been able to get them to a level of classroom performance that they can remain in the classroom.

I share Dawn's story because Dawn is in a building whose rate of low economic families is at 19 percent. And if the targeting procedures are changed in Chapter 1, these services may not be available to needy children in that building. Our district's equalized mill rate is higher historically than all the school districts in Cumberland and Franklin County. And the chances of our district being able to fund this program through increases in a tax rate are minimal. I mean, we are at a maximum at this point.

I think this is also an appropriate time to mention to you we have trained 10 other districts with Reading Recovery. Some of them have started implementing the program and because of the

decrease in funding have had to pull out of the commitment for training additional staff members next year. I think that is very sad, and I know they are feeling very badly about having to do that because they are seeing the impact of the program.

I was also asked to share ideas about how to improve the Chapter 1 Program. I believe that the shift to early intervention is something that needs to be considered and that the collaboration between the Head Start Program and the Chapter 1 Program would serve all participants well. The importance of teacher training and effective practices of both programs can only increase the value of the money spent. However, in the case of districts like ours and others like us, if the changes in the targeting procedures are changed, then none of that is going to matter because, quite frankly, large numbers of us from rural Pennsylvania won't have a significant amount of Chapter 1 funding to do the things that we are trying to do with school reform.

On behalf of Dawn and the rural children of poverty, I would ask that you carefully consider changing the targeting procedures. Some of our students come from living conditions that would rival any that I have seen in our urban areas when I have gone in and done Chapter 1 monitoring. At a time when we are being asked to fix our educational system, I think we need to be very careful that we don't undo the things that are working very well. Thank you.

[The prepared statement of Betty Jane Irvin follows:]

Betty Jane Irvin

My name is Betty Jane Irvin, Reading Supervisor at Shippensburg Area School District. As a part of my role, I coordinate the district's Federal Programs and act as the site coordinator for Reading Recovery, our early intervention program. I appreciate this opportunity to share those areas I view as working well in the Chapter I program and concerns connected with the reauthorization of the program.

I taught as a Chapter I teacher and did the Chapter I application for another rural district for fourteen years before moving to my current position. It has been my experience that the Chapter I programs, both in the previous district and in Shippensburg, have provided services to our rural poor that would not have been available through any other means.

I have watched as our Chapter I program has continued to improve in it's effectiveness. We have shifted the emphasis of our program to the early childhood years to provide early intervention. For the first time in my career, I am seeing first grade Chapter I students accelerate and become independent readers, able to function with the average of their peers without need for further intervention.

The staff development provided to our Chapter I program through the Reading Recovery training has not only impacted the Chapter I teachers but our classroom teachers as well. As

the Chapter I teachers have worked in the classrooms, they have been able to share teaching and evaluation strategies that benefit all students.

Our early intervention model also has a strong parent component that encourges parents to be involved in their student's education on a daily basis. The result has been an increased involvement by parents that has positively impacted our entire program.

I took the Reading Recovery training with my staff last year and continue to work daily with at least one student. I would like to share the story of one of those students.

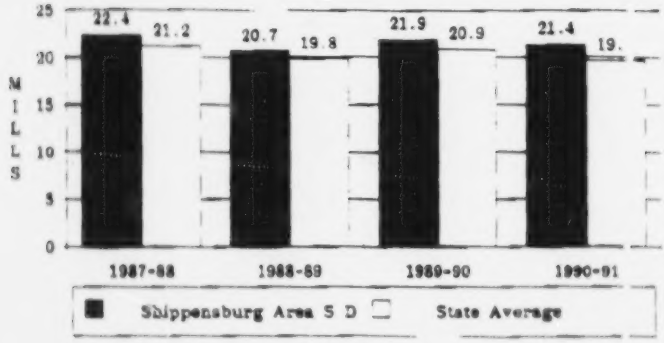
I started working with Dawn in the fall of 1991. She was the youngest of three children, living in a single parent home under extremely difficult economic conditions. We often had to go to the cafeteria to find something for Dawn to eat before we began working, because she had come to school hungry. Dawn's teacher was considering refering her for further evaluation because of her limited progress. Although Dawn had to remain in the program longer than the average of 15 weeks, she successfully exited the program at the end of her first grade year. She is now functioning independently in second grade and although we continue to monitor her progress, there is no longer any discussion of special placement.

I share Dawn's story because Dawn is a student in a building whose rate of low income families is at 19%. If the targeting procedures are changed in Chapter I, these services may not be available to other needy children in that building. Our district's equalized mill rate is higher historically than all school districts in Cumberland and Franklin counties. The chances of our district being able to fund this program through increases in the tax rate are minimal.

I was also asked to share ideas about how to improve the Chapter I program. The shift to early intervention and the collaboration between the Head Start program and the Chapter I program would serve all participants well. The importance of teacher training in effective practices in both programs can only increase the value of the money spent. However, in the case of our district and many like us, if changes are made in targeting procedures none of this will matter. The level of funding will seriously, if not completely, undermine the very effective programs already in place.

On behalf of Dawn and the many rural children of poverty, I would ask that you consider carefully before changing the targeting procedures. Some of our students come from living conditions that would rival any that I have seen while monitoring Chapter I programs in urban areas. At a time when we are being asked to "fix" our educational system, let's be careful not to undo those programs that are working well.

Comparison of Equalized Mills



School District	1987-88	1988-89	1989-90	1990-91
CUMBERLAND				
Big Spring S D	17.20	16.10	17.50	16.90
Camp Hill S D	21.70	19.80	20.60	18.20
Carlisle Area S D	21.50	19.30	19.40	19.00
Cumberland Valley S D	17.00	15.30	16.20	15.50
East Pennsboro S D	18.30	17.70	18.50	18.90
Mechanicsburg Area S D	21.30	20.20	21.50	20.20
Shippensburg Area S D	22.40	20.70	21.90	21.40
South Middleton S D	20.80	19.40	20.60	17.80
West Shore S D	20.50	18.50	19.70	n/a
FRANKLIN				
Chambersburg Area S D	18.90	18.40	1 .10	15.50
Fannett-Metal S D	16.10	15.80	1 .10	16.20
Greencastle-Antrim S D	18.90	17.60	1 .10	18.00
Shippensburg Area S D	22.40	20.70	2 .90	21.40
Tuscarora S D	17.50	17.00	1 .70	18.70
Waynesboro Area S D	20.80	20.00	2 .20	20.40
Shippensburg Area S D	22.40	20.70	21.90	21.40
State Average	21.20	19.80	20.90	19.70

Source: PA Dept. of Ed. Selected Revenue Data And Equalized Mills for Pennsylvania Public Schools

Mr. GOODLING. Dr. Barnhart's husband was a very fine elementary principal for me when I was superintendent of Spring Grove schools. Nikki?

STATEMENT OF NIKKI BARNHART, CHAPTER 1 COORDINATOR, HANOVER PUBLIC SCHOOL DISTRICT

Ms. BARNHART. Thank you. I would like to thank you all for allowing me to come here this morning. I have taught all grades from kindergarten through twelfth and am presently employed by the Hanover Public Schools as a Chapter 1 teacher, Reading Recovery teacher, and teacher of the elementary gifted, which shows you the hats that these small districts have to wear.

I have worked in the Chapter 1 Program for 17 years, and during that time, I have been part of the program's evolution from a rigid limited focus stressing skills and isolation into a direction where the needs of the whole child are considered. I applaud the new philosophy, and I am happy to be a part of it.

Our small district has four reading teachers who serve three elementaries and one middle school. Chapter 1 funds provide the services of one teacher and part of the compensation for the others. Our programs include both in-class and pull-out models and are tailored to the needs of the students and the staff in each of the schools.

This year in one building we began a model in which the reading specialist works in the room made up of a combination of first and second grade at-risk students plus youngsters who have been given special education placements. She spends over an hour a day there as the teacher consultant and facilitator.

I think this exemplifies the flexibility we now have in Chapter 1 which makes us better able to provide for the needs perceived in today's schools, and we urge you to allow us to continue to be able to adapt to changing needs. Parent involvement is an important and necessary part of the program, but today's family situations often make it increasingly difficult to get parents to participate. And we would like to have some flexibility there too.

To me, two very exciting things are presently occurring in the reading field: the whole language movement and its offshoot Reading Recovery. Whole language provides a wonderful opportunity for an in-class Chapter 1 model and ties reading, writing, listening, and speaking experiences together into meaningful activities designed to capture children's interests and hook them into becoming lifetime readers.

I have been working in Reading Recovery this year. I have a little boy who moved in and was supposed to go into a transitional room in his previous school, and we did not have such a room. He started with me in Reading Recovery in September. By the end of January, he had moved into the top reading group in the room. By February, he had tested out of Reading Recovery, and about a week later, a substitute teacher came in. And he is an ornery looking little guy, and the substitute who had no idea what his background had been said, "You know, I was really surprised at Gary." She said, "I just thought I might have some trouble with him." But she says, "He is really nice," and she says, "He is just a wonderful

reader. He is probably one of the best in that reading group." I think that gives you an idea of what Reading Recovery can do.

Getting children off to a good start prevents problems later on, and the results in terms of time, money, and student self-esteem are well worth the effort of focusing on the early years. Also, I believe these early interventions will help to eliminate the infamous yo-yo phenomenon with which Chapter 1 has at times been plagued. To quote a former educator, "An ounce of prevention is worth a pound of cure," and that puts the odds 16 to 1 in favor of prevention.

As a corollary to the use of these new strategies, assessment methods should reflect the trends. I would recommend that instead of standardized tests, alternate methods of assessment be used from kindergarten through even fourth grade to evaluate student progress. To name a few, some of these might include such things as curriculum-based assessment, classroom performances, portfolios and writing samples. Also, I know we are all concerned about reduction of funds particularly now when there is such a need for materials and training. We are hoping to train two more teachers in our district in Reading Recovery next year with Chapter 1 funds.

Things are changing very quickly in today's schools, and to remain effective, Chapter 1 must continue to evolve and stay current to better assist the students and staffs we serve. Your help in making sure the funding remains adequate is a gift you can give today's Chapter 1 children and a legacy for tomorrow's. Thank you for letting me come today.

[The prepared statement of Dr. Nikki C. Barnhart follows:]

STATEMENT OF DR. NIKKI C. BARNHART, HANOVER, PENNSYLVANIA

Good morning. I would like to thank Chairman Kildee and the members of this distinguished committee, Congressman Goodling in particular, for allowing me to address you.

My name is Nikki Barnhart. I have Bachelor's and Master's degrees from Shippensburg University and a Doctorate in Education from the University of Maryland. I have taught all grades from kindergarten through twelfth and am presently employed by the Hanover Public Schools as a Chapter 1 teacher, Reading Recovery teacher, and teacher of the elementary gifted.

I have worked in the Chapter 1 Program for 17 years. During that time, I have been part of the program's evolution from a rigid, limited focus stressing skills in isolation into a direction where the needs of the whole child are considered. I applaud the new philosophy, and am happy to be a part of it.

Our small district has four reading teachers who serve our three elementaries and one middle school. Chapter 1 funds provide the services of one teacher and part of the compensation for the others. Our programs include both in-class and pull-out models and are tailored to the needs of the students and the staff in each of the schools. This year in one building we began a model in which the reading specialist works in a room made up of a combination of first and second grade at-risk students plus youngsters with special education placements. She spends over an hour a day there as a teacher consultant and facilitator. This exemplifies the flexibility we now have in Chapter 1 which makes us better able to provide for the needs perceived in today's schools, and we urge you to allow us to continue to adapt to changing needs. Parent involvement is an important and necessary part of our program, but today's family situations make it increasingly difficult to get parents to participate.

Two very exciting things are presently occurring in the reading field—the whole language movement and its offshoot Reading Recovery. Whole language, which creates a wonderful opportunity for an in-class Chapter 1 model, ties reading, writing, listening, and speaking experiences together into meaningful activities designed to capture children's interest and hook them into becoming lifetime readers. Reading

Recovery involves a 1- to 1½- hour lesson with needy first grade students. It is designed to help students create a self-improving system and teaches reading strategies via reading and writing activities designed around small trade books which are written at different levels of difficulty.

Getting children off to a good start prevents problems later on, and the results in terms of money, time, and student self-esteem are well worth the effort of focusing on the early years. Also, I believe these early interventions will help to eliminate the infamous yo-yo phenomenon with which Chapter 1 has at times been plagued. To quote a former educator, "An ounce of prevention is worth a pound of cure," and that puts the odds 16 to 1 in favor of prevention.

As a corollary to the use of these new strategies, assessment methods should reflect the trends. I would recommend that instead of standardized tests, alternate methods of assessment be used from kindergarten through fourth grade to evaluate student progress. To name a few, some of these might include such things as curriculum-based assessment, classroom performance, portfolios and writing samples.

Also, I think we are all concerned about reduction of funds, particularly now when there is such a need for materials and training. Things are changing very quickly in today's schools and to remain effective, Chapter 1 must continue to evolve and stay current to better assist the students and staffs we serve. Your help in making sure the funding remains adequate is a gift you can give today's Chapter 1 children and a legacy for tomorrow's.

Thank you for your attention and I will be glad to answer any questions.

Mr. GOODLING. Our next participant is Ms. Josie Henry, and she is from South Middleton School District.

STATEMENT OF JOSIE HENRY, CHAPTER 1 COORDINATOR, SOUTH MIDDLETON SCHOOL DISTRICT

Ms. HENRY. Good morning. South Middleton School District houses the Boiling Springs Junior/Senior High Schools and Reiss Elementary, and it is kind of an unknown. When people say you are from South Middleton School District, they say, "Where?" and then you have to say, "Carlisle," and say, "Five miles south and you are right on," so that is where Boiling Springs is located.

One thing that I would like to preference everything by is to say yesterday I did call Cindy Rhodes at Jim Sheffer's office and said we have a parent in our district who submitted a testimony without even being asked. And I have included it in my packet that I presented to you, and she is here with us today. I thought I would use less of my time and allow you to hear what she has to say about Chapter 1.

My responsibilities in the district are reading supervisor and also coordinator of all Federal programs. We are a small district of approximately 8,000 students—I am sorry—1,800 students. Our population of the township is 10,000. We currently have a very small Chapter 1 budget. Of course like other districts, we have had our reductions. This year we will be able to use our Chapter 1 moneys mainly to pay the salaries to two Chapter 1 teachers which does not allow us any additional moneys for staff development and for material supplies and equipment for Chapter 1.

Might I add that I also have in the past 2 years operated a neglected and delinquent program at the Tressler Wilderness School which is very close to Boiling Springs. Through those moneys, I have been able to integrate their program equipment into our program so that has been a help to us to be able to have computer labs for HOTS Programs in Chapter 1, to be able to expose students to reading materials that the district could not finance. So we are

finding ways to purchase materials for Chapter 1 Programs, but it is becoming increasingly difficult to do so.

I might add also I was at the town meeting that Representative Goodling had in Red Land High School, and at that time, I said we really need our Chapter 2 moneys, and we like the flexibility of Chapter 2 moneys because it allows us to complete our programs in Chapter 1. And I need to repeat that today because it is very important to our small district.

I am deviating somewhat from what you have in front of you because I feel there are needs here that I didn't recognize before I came today. I have been asked to speak on four topics of teacher training, program improvements, the pull-out programs, and also standards and assessments. And when I tried to put some thoughts down on paper, I thought the easiest thing for all of you was to have just short ideas of each area, and then I would elaborate on each one as I saw fit.

Under teacher training, my initial reaction to teacher training is it is for all. It is not just for Chapter 1 teachers. With restructuring efforts going on across the State of Pennsylvania, I think that it is demanded that we go through intensive teacher training to bring about the change that is needed in public schools. Also, teacher training is highly necessary because as a supervisor of reading and also a person who has been in the reading field for quite a few years, there have just been a barrage of new research and current trends that our teachers need to know about. Of course, we need to move away from the traditional approach somewhat and move into a more holistic approach within the classroom, and that is a very difficult change for classroom teachers. And so that is where teacher training is very important.

Currently, we are doing teacher training through the Technical Assistance Office out of Indiana—the Chapter 1 Technical Assistance Office—and Dr. Parker is coming in to our district and training all teachers on how to use advanced reading skills, the High Order of Thinking Skills in the classroom. So as you see, Chapter 1 does play an important part, not just for Chapter 1 teachers but for all teachers, and the training is very important.

Another area, I have been reading a lot about equity in education—giving all students the same opportunity. And I think that sounds very good to an outsider, but to a classroom teacher, they need strategies. They need some expertise in how to deal with treating everybody the same within the curriculum. Traditionally, we as teachers were trained to do ability grouping, to look at everybody a little differently, and so that is also where I think teacher training is highly necessary.

Program improvement. I am experiencing program improvement this year so I think I can speak rather well on program improvement. The initial thought I have had in program improvement is it is a mixed blessing for districts. Number 1, it deflates the ego of everybody in your building. So once you get past the fact that you are not the worst group of people in the world, then you begin to see the merits of program improvement.

Program improvement has brought about Dr. Parker coming into our district. Program improvement will bring about the district to be able to purchase some teacher resources that were exclusively

for gifted, special-interest programs. And now we are saying no. Those materials aren't just for those kids. Those materials are for all kids. And so we are bringing those into the district through program improvement in hopes that we can get established higher expectations for all the students in our building. So that is the up and down side of program improvement.

One thing that I think we need to look closer at in program improvement is the way we enter program improvement. From my perspective, I really feel we need to use more than just the single standardized achievement test scores, an automatic end to program improvement. Sometimes I think we need a longer look. Maybe a suggestion would be to look at it over a 2-year period. You know, here is a school warning. The NCEs are minus. Let us take another look the following year. And then if it is 2 years in a row, I would say, yes, there is a definite problem there, and we need to get in there.

I think very often sometimes the minus NCEs prove to be not minuses the following year, and I think maybe it is premature to establish that right away. I think overall I guess what I could say about program improvement is that it is just a good way to get districts to look at themselves, and that would probably be the biggest plus of program improvement.

Pull-out programs. I am sensing from the panel that you are hearing that pull-out programs are probably a no-no word at your level. I am currently working on in-class assistance programs in the district. I have gone into the classroom with the Chapter 1 specialist, and we have worked through the in-class assistance process. And I would say it is wonderful for the personalities who can work together.

In all districts, we all have our reading specialists well set, and, therefore—and you have your classroom teachers set in most cases unless someone retires or leaves for one reason or another, and so you are given a group of people who must be able to work together. And I think that it is important that we work together, and I think it is important that we give them the staff development that is needed.

But there is another component there. We can do all of that, and we can look at the people, and they basically do not like each other no matter what we do. And to be very up front, I have a problem like that in the district right now. My decision has to be do I still keep pushing in-class assistance because that is the thing to do when I know the kids are not benefiting as well as they could if I went to a pull-out because there at least I know that the Chapter 1 teacher is feeling good about what she is doing and not worrying about what the classroom teacher is going to say to her when the class is over.

So I guess what I am saying to all of you is you need to have a mix. I think you need to allow us to have a combination—the flexibility to either go in-class or pull-out. I am not a proponent of total pull-out. I listed all the positives and negatives of pull-outs on the sheet for you, but I really believe that it is not the only way to go.

B. J. was talking about Reading Recovery being a pull-out. Well, we have the High Order of Thinking Skills, HOTS Program, out of the University of Arizona, in our fifth and sixth grade. It is a pull-

out, and it has to be made a pull-out because it is a computer-assisted program. You must get the kids to a lab in order to run the program.

Finally, standards and assessment. At this time, I have no problems with the standards. I think they are very adequate in our current guidelines. I could not respond to that one way or the other. I think it is fine the way it is. Assessment, of course, is the big package and the big discussion not only in Chapter 1 but across the State of Pennsylvania. And I really think that we need to get away at looking at just this raw data and making these decisions on single standardized achievement test scores.

I think we need to be more holistic in our approach to assessing students. I think we need to look at not just product. We all grew up in the school where we had a product. We had a piece of paper that had a grade on it. It was complete, and we went on to something else. I think we need to do a combination of that type of assessment and also a combination of looking at the process. How do students—where are they at the beginning? How do they get to where they are in the middle and finally the end and resolved? And the end one might not happen in 1 year. It may take 4 or 5 years so that process would be ongoing across the grades as they go through whatever subject they are working on. So we need to look at a process assessment as well as product assessment. So I guess what I am saying is the assessment has to be multifaceted, and we need to look at that process in the Chapter 1 Program.

In conclusion, I would like to give you a case study of a student who is a perfect example in our district of what Chapter 1 can do for a student who comes from the home of an alcoholic mother who, in fourth grade, was—once again, looking at raw data—had a 6-month below grade level achievement test score but was not performing well in the classroom at all. So we put her in Chapter 1, and in grades five and six, she went through Chapter 1 HOTS Program.

When you looked at her prescore in fourth grade, she had scored barely on level. At the end of sixth grade, she had topped out on the California Achievement Test Score which means she was a plus above what the measurement was on the assessment. And when we moved her into seventh grade, it is a big jump from sixth grade to junior high, she started to flounder again. So the Chapter 1 teacher met with the reading teacher in the junior high and said, "Now, wait a minute. This child has a lot on the ball. Let us give her some attention." Attention was given. She was moved up, and junior high, of course, is still departmentalized in our district so we moved her up two sections, and she is doing wonderfully.

So Chapter 1 helped her. The teacher paid a lot of attention to her. If she had not been in Chapter 1, I am not sure she would have received the personal, special attention she needed when she made her move from sixth to seventh grade.

I realize targeting funding is going to be real serious for us. We may end up not having any Chapter 1 moneys at all if it follows the percentage that I am reading about and hearing about. One of the areas that we have not worked on is the Reading Recovery area, but our budget does not allow the money to train someone in our district to carry on the Reading Recovery Program.

Of course, the other real problem is the loss of the program totally, and I would like to turn the floor over to our parent from South Middleton School District, and she would like to give you a short testimonial to her feelings about Chapter 1.

[The prepared statement of Josie Henry follows:]

Josie Henry

Congressional Testimony For Chapter I Reauthorization

It is an honor and privilege to be selected as a presenter for the Congressional Hearing held at Bermudian Springs High School on April 30, 1993. The importance of the Hearing is highlighted not only by the topics of discussion but also through the presence of many notable educators from the area.

Since 1987 I have been Supervisor of Reading and Federal Programs Coordinator for the South Middleton School District in Boiling Springs, PA. I am responsible for the management of all federal programs, language arts and reading programs (K-8), district testing and professional development. My jobs are varied but exciting with each day bringing a new challenge. I have a Master of Education in Reading and Reading Supervisory Certification. Feeling a need to enlarge my horizons, I am enrolled in Educational Administration courses, working towards certification for Letter of Eligibility.

My teaching experience includes 14 years in the regular elementary classroom and 4 years as a district remedial reading teacher (following the same guidelines as the Chapter I reading teacher). During the time as a remedial teacher I felt the reading support and attention given to my students was a special time for them and me. We were able to talk through problems, get help if needed and I was able to touch base with the student when needed. I was a mother, teacher and friend.

South Middleton School District is a rapidly-growing, small (population 10,000), rural district with very little industry to assist with the educational tax base. The district Chapter I Reading Program offers reading support to 117 students in grades 1,2,4,5,6 and 7-9. The coverages vary with each grade level. Pullout programs are in grades one through two with an in-class assistance pilot program to be implemented in September. In grade four we have a combination of in-class assistance and pullout. Grades five, six, seven and eight offer the computer-assisted Higher Order Thinking Skills (HOTS) program with integration of thematic units and skill instruction. Content area support is given when desired by Chapter I students in eighth grade. The innovative ninth grade program places an emphasis on enhancing self esteem and increasing knowledge and awareness of reading and writing. This class is jointly taught by a Reading Specialist and English teacher.

The 1993-1994 Chapter I district allocation is $88,710. This a 15% decrease from last year. Historically, the Chapter I budget has paid for teachers and benefits with Chapter 2 monies picking up the cost of supplies and equipment for the programs. This year's budget will pay for two teachers' salaries and no benefits. Our allocations are small compared to larger district, but our needs are just the same. As urban and city areas, we have our share of low-income and educationally-deprived students (5.2%).

The following pages are responses to specific areas of Chapter I which are being reassessed through reauthorization.

Response to Specific Areas of Chapter I

TEACHER TRAINING

- current restructuring efforts initiated in most school districts demand additional teacher training
- current research indicates a barrage of new, effective strategies to enhance thinking in students
- equity promotes offering the same curriculum opportunities to all students
- additional training for classroom and Chapter I teachers to assist with implemenation of in-class models
- combined staff development is valuable for Chapter I and district teachers

PROGRAM IMPROVEMENT

- mixed blessing for districts
- closer look at process
- single achievement test score should not be only way to determine entrance into program improvement
- performance assessment should be part of program evaluation
- opportunity to look closely at district programs

PULLOUT PROGRAMS

Positives

- students have a place and opportunity to feel special
- environment for students to try new strategies
- individual attention is given
- opportunity for develcoment of positive self-esteem

Negatives

- Chapter I class may be in undesirable facility
- could serve fewer students
- some students are penalized for going to Chapter I
- student resentment to participation
- difficult to use the holistic approach
- promotes labeling of students
- no time for cooperation and collaborative

4. STANDARDS AND ASSESSMENT

Standards

- all standards are adequate within the current guidelines

Assessment

- raw data is only one way to assess
- be multifaceted
- authentic assessment
- use observation of product and process

Conclusion

After evaluating the specific areas of Chapter I, I realize if the targeting of funds changes with this reallocation none of what was mentioned has any meaning. Low income and economically-deprived students such as Casey in seventh grade at Boiling Springs Jr. Sr High School, who topped out on an achievement test after two years in the Chapter I program, will not have the opportunity to jump two sections in junior high or be part of the cheerleading team. She will be a lost person in the rows of a secondary education classroom. It's important to note that Casey also had the support and encouragement of the Chapter I teacher to get her past the overwhelming, initial days of junior high school. If she would not have the Chapter I support of teacher and program I am positive Casey would be a student convinced she could not succeed at anything.

The opportunity for all at-risk student to reap the benefits of special instruction and attention from Chapter I programs must be available. The level of funding for rural districts must remain the same for students to have the same chance to succeed as others. Please make this a major consideration as discussions are held in committee.

Testimonial to the Benefits of Chapter I Programs in the Public School Setting

I began my career more than two decades ago. My first teaching position was in a Chapter I elementary program. The program was well supervised, and the program results were carefully documented. The results consistently showed positive growth in grade equivalents. What the results did not reflect were the supportive comments made by the classroom teachers and the improved self esteem by the students who were served.

Since my early teaching experience, I have continued my education and have since earned masters degrees in reading and psychology. I am also certified as a reading supervisor and school psychologist. In spite of my advanced degrees, I have chosen to remain in the classroom as I prefer a more personal contact with students.

For the past seventeen years I have worked as a reading teacher of middle school aged students. My students have had the benefit of uninterrupted services of a Chapter I program to support them in their remedial needs. Since I work with students at the seventh and eighth grade levels, I have the good fortune of seeing the transition of students learning how to read to reading to learn. I am often pleasantly surprised when I review successful student records to discover that they were at one time considered to be academically at high risk, and had been enrolled in a Chapter I program and now are successful readers on or above grade level.

In recent years, I have had the privilege of working with juricated youths in a summer reading enrichment program that would not have been possible had Chapter I funding been unavailable. The program helped to give misdirected youth the opportunity to overcome academic weaknesses and build confidence. With the added confidence, hopefully most of the youths will become productive, independent learners throughout adulthood.

As a veteran reading teacher, I have observed a number of progressive changes in the Chapter I program. Chapter I teachers have extended services beyond the clinical setting to classroom inclusion practices. Chapter I programs and staffs have expanded their efforts to meet the needs of the student in the classroom setting, guide content area teachers to improve their teaching strategies, and have a resource of current instructional strategies to offer teachers. Their services has become a critical component for meeting the needs of the disadvantaged student.

I am grateful that the legislative representatives, who serve all citizens, had the wisdom to recognize the importance of offering financial support to programs that encourage early diagnosis and intervention. The merits of this program include a reduction in the drop out rate, improvement in academic performance, and enhancement in self esteem.

At a time when the public educational system and government services are under attack for not delivering effectively, it is reassuring to know that our country's lawmakers and funders of federal programs have the foresight and commitment to guarantee these programs will be continued for the benefit of youth.

Respectfully submitted,
Genevieve A. Reed
April 28, 1993

BEST COPY AVAILABLE

Success Story: A Parent's View

Like most parents, I have always wanted my children to have the best education possible. I watched my son struggle in school with the fear that if things soon wouldn't change he would be another statistic for the dropout rate.

From day one of Matt's school days we worked closely with his teachers. After kindergarten Matt was placed in a transitional room. Then first grade proved he was in need of more help. In the middle of his first grade year he went to the Learning Resource Room for a visual memory problem. By the time he reached the sixth grade Matt was still struggling with his reading, and it was clear then that he was eligible for Chapter I Reading. Slowly we could detect changes in Matts reading and reading habits. The struggling and frustration that we saw in Matt seemed to be lifting. His attitude of wanting to quit had stopped.

During the spring of his eighth grade year my son was actually picking up newspapers and magazines. He also shared with us the Diary of Anne Frank, which his Chapter I class was reading. His class was going to the Allenberry Playhouse to see the play. I had the opportunity to chaperone the Chapter I students. During the play, the entire class sat spellbound and were excited that they could recall what events would come next.

The district's Chapter I program goes to the ninth grade, and by then we could honestly say that Matt was a successful Chapter I student.

It was also during his eighth grade year that Matt's Chapter I teacher asked me if I would be interested in filling out an applicaion to serve on the State Parent Advisory Committee. I agreed to apply. Out of two hundred applicants I was selected to serve on the State Parent Advisory Committee for Chapter I. While serving on this committee I have had the opportunity to visit Chapter I programs throughout the state of Pennsylvania. Pennsylvania can be proud of these programs and the services they provide.

I urge each and everyone of you to think about the children of Pennsylvania. Our children deserve an opportunity for the best education that we can offer programs such as Chapter I provide that opportunity. Reading is a vital part of life and every child deserves that part.

Respectfully submitted,
Elaine Ludt
April 28, 1993

Chairman KILDEE. Without objection, the parent will step forward and testify.

STATEMENT OF ELAINE LUDT, PARENT

Ms. LUDT. I thank Josie for allowing me to take some of her time. After Josie and I looked through my testimony, we thought maybe you might be wondering what my son is doing right now as an eleventh grader. Matt attended Vo-Tech in the morning for masonry classes. When he returns to home school, he is in a full time resource room. Outside of school, Matt works part-time with his father at a family building business and part-time at a local hardware store.

Now, if we can't find him at these two places, we can find him at a local farm where he is raising four Holstein cows for 4-H. Our family keeps busy in the summer traveling to various fairs and shows where Matt and his cows participate. We feel Matt has been able to be successful and recognize his abilities. All children should have the opportunity for success, and our country's greatest resource is our children. I feel Chapter 1 Programs provide this opportunity. Pennsylvania can be proud of the quality of education that they can give these children.

I urge you to continue your support for Chapter 1 just as I am continuing my work, and I am—continuing high quality work of the Chapter 1 Program. Thank you for listening to me, and thank you for doing the things that you have already done for education in Pennsylvania.

Chairman KILDEE. Thank you very much for your testimony. Chapter 1 exists for the Matt's around the country and Mary's and all those who participate in it. It is very good for this subcommittee to get the input of a parent who has seen this program, and we deeply appreciate your testimony.

Ms. LUDT. Thank you.

Chairman KILDEE. Bill?

Mr. GOODLING. And last on this panel is Ms. Jane Johnston, and she is from the Gettysburg Area School District close to where you stayed last evening.

STATEMENT OF JANE JOHNSTON, SUPERVISOR, LANGUAGE ARTS [CHAPTER 1], GETTYSBURG AREA SCHOOL DISTRICT

Ms. JOHNSTON. Thank you for inviting me here today. I am the Language Arts Supervisor at Gettysburg, and one of the duties or one of my job descriptions is writing the application and coordinating the Chapter 1 Program, also Chapter 2 and Title II.

At Gettysburg, we find ourselves to be in a very unique position. We are surrounded by the battlefield. We have a 4-year private college and the Lutheran Seminary. Of course, that means the land that they own are not on the tax rolls. So they consequently buy up more land each year, and we are the county seat so we do have a very unique situation in Gettysburg.

I have worked in Title I and Chapter 1 since 1967. Of course I was very young, and I am native of Adams County, and I have worked in four school districts in Adams County. I have taught reading at every grade level. I have taught remedial reading, and

have also taught math at the junior high level. My last teaching position was a senior high level. It was a team teaching position, an inclusion model, a replacement model that was funded by Chapter 1. This was approximately 10 years ago. It was the team teaching model. So when I came to Gettysburg as the supervisor of the programs, I had some background to bring into in-class models.

I showed up at Gettysburg about the same time as the 1988 reauthorization, and a lot of people at Gettysburg thought I brought my own rules and regulations along with the authorization. We have four elementary schools. Three of them are Chapter 1 schools; junior high, senior high. We have a parochial school and the neglect and delinquent school in our district that we have Chapter 1 services. We serve approximately 600 students in reading and math and in reading in the senior high and the parochial school. We have a staff of approximately 19 that are paid from Chapter 1 funds. Some are full time, some are prorated.

With the reorganization in 1988, we were able to become very flexible with our Chapter 1 Program. We were able to —I like to think that we were able to spearhead the technology development in our district. We were able to help our teachers learn strategies to implement a whole language philosophy. We incorporated a Higher Order of Thinking Skill Program at the middle level. We used many funds for staff development of teachers who had Chapter 1 children in their classroom. We also began to implement an inclusion model, and I would like to reiterate that I think it is extremely important that we have the flexibility of having an in-class model or a pull-out model, that that flexibility be up to the professional judgment of the teachers working in that situation.

We find that at the primary level our children benefit from an in-class model, and sometimes the teacher will have a certain group be pulled out for certain things. Since our elementary reading specialists are prorated, they don't necessarily work with the same groups all the time. Depending, the first grade teacher may have the reading specialist—they may decide to take a group of children to the computer lab, or she may be pulling a group of children out to work to finish up a final completion of a writing project. So we use that pull-in/pull-out flexibility quite a bit in our primary level.

In our intermediate level, we have the inclusion model working very well with reading workshop or writing workshop and that works very well at the intermediate level. Children at that level like to remain with their classroom so we would reiterate that that flexibility be left to the districts. So that kind of gives you an overview of what we do at Gettysburg.

Some of the concerns that we have with the reauthorization—again, I am just reiterating what everybody has said—the target areas—will be greatly affected if the funding is changed. We have lost approximately $80,000 this year. We are looking at 2.5 positions leaving. They are retirements that will not be replaced. The increase of our academically needy children continues whether we have the funds or not. We will be re-evaluating our Chapter 1 Program and looking where our resources will be best placed.

We also have a Reading Recovery Program. We have a teacher that was trained at Conewago Valley, and that has been very, very

effective. We are planning to train another teacher this year. That has not been finalized because of the funding cut that we have received. So a lot of the things that we are planning to do are on hold right now in our district.

Looking at the proposals for the reauthorization, we are pleased that there is going to continue to be a lot of flexibility in those proposals. There are some areas that we do have some concerns about. One of the areas is the early childhood component. That is crucial. We feel that is very crucial—the preschool component. We would like to emphasize that this component needs to be coordinated very closely with school districts, whether we have Chapter 1 liaison working with the preschool programs or whether it comes under the umbrella of the Chapter 1 Program or the school program.

But it is very important that these programs be coordinated between the districts and the preschool. There is some coordination, but it is not a deliberate or an articulate coordination. The fragmentation for the preschool children coming into the kindergarten—we are working closely to make that transition easier, but that was one concern that we had, that there is some kind of coordination built into those programs.

The second area is the standards and assessment in Chapter 1, and I applaud you for looking at for dropping the standardized testing and having fourth grade and above with the standardized testing. It shows that you are aware of research in developmentally appropriate activities. We would ask that when you look at outcomes, and I think the outcomes are critical and very important—they make an authentic assessment in our district. In fact, people were so in tune to outcomes that when the State began talking about outcome education, Chapter 1 had already spearheaded the word outcome so it wasn't a foreign word to many people.

When we look at our outcomes, our outcomes can be a very powerful tool in children's growth towards grade level attainment and success in the regular classroom. But at this point, we develop our outcomes at minimum standards so that they don't put us in program improvement. We would like to have the flexibility of having our outcomes measured over a period of time—to be dipsticking every year so that we know where we are. We believe in accountability, but we would like to have a longer period of time for our outcomes so that we could design our outcomes with more depth to them and with higher standards.

At this point, I agree with the standardized testing, that we need to have a longer period of time. We can have one or two children throw a building into program improvement for whatever reason they score very low on the California Achievement Test. And that can just throw a building especially at the junior high level where children will sit down and fill in the bubble because they don't have a lot of respect for the test. They are given the test for 2 days, and they never know the results. So we would like you to reconsider some of the proposals for that and give us the gift of time to develop the outcomes and for students to learn and learn into the depth of each outcome that we use.

A third thing, again, is the funding formula for our schools. We are going to be hurt at Gettysburg. Three of our elementary schools are at the 20 percent poverty, and the formula funding will

hurt our school—and to remember that Pennsylvania is a rural State and that we have the same problems in our farming areas as the city does, and we still need the funds for our children.

We also have a concern about the coordination between Chapter 1 and special education. We have heard before—I think Dr. Landauer alluded to the fact that special education takes up a lot of the dollars in our schools, and we would like to see more deliberate coordination between Chapter 1 and special education. There are many school districts who are model school districts and are effectively coordinating Chapter 1, special education, and regular education and resources for the most effective program for students. And we think that you are in a position to encourage school districts to look at innovative programs that can continue to develop this kind of effective programming for students.

So, in conclusion, I would like to applaud you for your ability to be able to reauthorize Chapter 1 to best meet the needs of the students and to give local districts and States more flexibility and also to remember that when you are funding the Chapter 1, the primary funding is for students. But there is a secondary element of fallout that happens. It happened in our district with the funding and things that affected all classroom teachers and our entire educational staff—is affected in a positive way by the funding that is given by the government. Thank you.

Chairman KILDEE. Thank you very much. I have a couple questions here. First of all, how widespread is this Reading Recovery in Pennsylvania?

Ms. IRVIN. There were originally last year four training sites. Next year there will be eight. Shippensburg University has applied to Ohio State to become a training site for teacher leaders. That is the university piece that we don't have. One of the major expenses has been incurred when we have had to send people to live in Ohio for a year to get the training. Our hope is that in the Department of Education in Pennsylvania and the Chapter 1 people have been very supportive in special education in that effort. We won't know until June if Shippensburg University has been accepted. That should help with the dissemination.

We had a continuing contact session in February. There were 150 Reading Recovery teachers at that session from Pennsylvania. We have gone from having none 2 years ago to having 150 this year, and next year all of the sites that are training will train an additional 10 to 15 teachers. So it is continuing to grow, and the interest is there. We trained one teacher from inner-city Philadelphia at Lingelbach. Our hope would be that as funding considerations are given the urban areas really do need to have that same opportunity as well.

But the program is continuing, and I think districts are trying to commit to it as much as possible. Once you see it in action, it is very hard. We are accused of being disciples almost, and given the local news lately or the national news lately, I am hesitant to say that, but it is extremely effective, and the program sells itself once people get an opportunity to look at it.

Chairman KILDEE. I, as a result of this hearing, certainly want to look into that program more. You really piqued my curiosity on that.

Ms. IRVIN. We would invite any of you to come for a behind-the-class session either at Conewago or at Shippensburg or at any of the other regional training sites in Pennsylvania. I think once you have seen that, it would help you understand the impact. It isn't just what happens to the students, it is also the clinical model of staff development that happens where teachers are observed behind a two-way mirror, and that whole process is very powerful.

Chairman KILDEE. One of the intriguing parts of it is this element of staff development because very often I have seen efforts at staff development that have not been successful. Apparently here staff development is an essential part of making this program work.

Ms. IRVIN. One of the things you need to be aware of is that it takes a year for the training, and I think in education we have been used to quick fixes. We have wanted to buy a kit that would make it happen. Well, if buying a kit or a program by itself would have worked, we wouldn't have problems with reading now.

Ms. BARNHART. I would also invite you to come into my classroom, and Sherain would invite you into her classroom so you can see the children in their normal setting and also speak to the teachers who work with them during the day and see what they think. These are people who are probably on the fringes, but they are reaping the benefits of it.

Chairman KILDEE. Before I yield now to Mr. Goodling, I would like to welcome the students here today. It is your own school. I shouldn't welcome you here. It is your school, but welcome to the hearing. I tell people in real life I was a schoolteacher. I taught high school for 10 years so it is good to see the students. Thank you very much. Mr. Goodling.

Mr. GOODLING. I only have one question. I think of Chapter 1 as being over and above everything else every other youngster gets. Can you assure me that that is what is happening in all of your areas, that the Chapter 1 child is getting everything everybody else gets but they are getting more?

Ms. CUBA. They are the children who get more. It is what all of the children would like to have, but there isn't enough time for everyone to work with every child so the children with the greatest need are the ones who are getting the extra.

Ms. BARNHART. The first grade class—I do an in-class model in the one first grade, and I also take the Reading Recovery children out of that room. And the other children just beg me to take them to my room with me. They see these other children coming back, and they would like to be among them. I am going to try by the end of the year to have everybody down to my room one time so that they can get the feeling they are not left out too, but this is where the Chapter 1 is really doing something for the self-esteem of these lower kids because they are getting something special, and their classmates perceive it as a really neat thing to do.

Mr. GUNDERSON. Again, in the interest of time, let me just congratulate you for a very inspiring testimony. I would hope all of you as teachers and coordinators would reflect on and send us some written comments if you could on the issue of teacher training. It is one of those areas that I am hearing more and more about as we look at school reform, as we look at the Elementary, Second-

ary Education Act as to how we need to, frankly, reconstruct teacher in-service in this country. Too much of it is apparently school based. Too much of it is district based, LEA based, et cetera. Give us some thoughts, if you would, on how you believe we can improve that whole concept of teacher training. Thank you very, very much to all of you.

Mr. GOODLING. We are giving you two other areas of concern. We have Bill Mader with us who is the Director of Bureau of Correction Education, Pennsylvania Department of Education and Parker Coble who is the Director, Migrant Education. As you heard the one specialist indicate, we have a lot of migrant children particularly in Adams County. Bill, why don't you start?

STATEMENT OF BILL MADER, DIRECTOR, BUREAU OF CORRECTION EDUCATION, PENNSYLVANIA DEPARTMENT OF EDUCATION

Mr. MADER. Thank you. Although this program is entitled "Neglected and Delinquent," I would like to think of it as perhaps the most neglected part of the Chapter 1 Program so I am very appreciative of this opportunity to talk to you today.

My Bureau has the responsibility to provide educational programs in the State's Department of Correctional Institutions and in the Department of Welfare's Institutions for Adjudicated Delinquents. The State Correctional Institution at Camp Hill, the most infamous of Pennsylvania's institutions, I believe, is in Representative Goodling's district. It has and continues to be a major recipient of Chapter 1 funds.

The majority of my comments are based on my 15 plus years of experience in Pennsylvania. I will also make some comments on behalf of the State and Federal directors of correction education and the Correction Education Association.

The Chapter 1 Program is the most significant federally funded program that is used to supplement the State's basic educational program responsibility. Yes, it works. Our evaluations verify that we do make significant performance gains in reading and math, as much as 1½ months for each month in the program. That may not seem like a lot, but when you take into account the level of education that we have started with, we believe that is a very significant impact.

Other sources of Federal funds including the Perkins Vocational Education Act, JTPA, Adult Education and Special Education are also used in our institutions. It is essential that all sources of Federal and State funds are used in a coordinated effort to maximum their impact. Chapter 1 is and continues to be too restrictive in some ways especially in adult institutions. A specific example would be Chapter 1 regulations establish eligibility requirements including an age limit of 21. Populations change and shift from year to year. With the average age of our population increasing, why not allow inmates who meet all other requirements of the law to participate in a Chapter 1 Program if in that specific year it does not dilute the program or increase the cost.

I would now like to highlight a number of issues or concerns. I have provided you with copies of documents on reauthorization pre-

pared by the Correction Education Association and the State directors. These documents can and will provide a more comprehensive review of the current law and the problems that relate to our specific program. First, the amount of neglected and delinquent money has remained constant. With inflation, the actual dollar value has decreased. We need more money to keep services at the same level. For next year, President Clinton has proposed a 3 percent increase for a neglected and delinquent and a 6 percent increase of the LEA programs. I think we should at least match the 6 percent increase proposed by the President.

This same type of discriminatory, if you want to call it that, funding has occurred over the past 10 years. In 1993-94, I will be required to supplement what used to be Chapter 1 Programs with approximately $100,000 of State money. I am not sure my State will be able to continue this high level of supplement. That is approximately 10 percent of our State's allocation.

For eligibles in adult institutions, it is ridiculous to include any requirement for transition to the public school system. Sentences are longer, adults are older. It is unrealistic to believe that they will go back to the public school system or to some other phase of life as they leave the Chapter 1 Program.

Three, many States do not include a representative from the Correctional Education Agency on their Committee of Practitioners. That is an option. Many States choose not to do that. We believe regulations should be changed to include this as a requirement, not an option. Four, the current law allows agencies to use up to 10 percent of their allocation for transition. Number 1, under that, if you take money away from your basic allocation for a transition, it reduces your instructional impact and effort. If you want to be serious about transition, then there really needs to be a specific allocation for a transition, and 10 percent is really not sufficient.

Five, sustained gains are virtually impossible to determine in our programs. Juvenile institutions turn over every 6 to 9 months, and you cannot get an accurate reading on sustained gains in that period of time. Six, State agency handicap programs—P.L. 89.313 should not be removed from this reauthorization. The current procedure for funding under Chapter 1 allows us to design the program to fit the needs of our incarcerated youth. If P.L. 89.313 is eliminated, the cap on idea funds, P.L. 94.142, should be increased to ensure that States continue to receive appropriate funding for children previously counted under the Chapter 1 Handicap Program.

Seven, parental involvement is unrealistic in many State systems. These are State systems. They are not local systems. Individuals are frequently placed in institutions many miles away from their home area. Most parents cannot afford to or are unable to travel the long distance as required. That is happening more and more frequently in Pennsylvania. Philadelphia students used to basically stay in the eastern part of the State and western in the western part of the State. Because of gang situations that are happening in Pennsylvania and Pittsburgh, Cripps, Bloods, et cetera, and those are names you used to hear coming out of Los Angeles, we now separate them statewide. We sent kids from Allegheny

County to New Castle as well as to YD Bensalem and vice versa. You cannot put them in the same institution together.

In summary, yes, the law needs to be changed to address the special needs of Chapter 1 N or D students. However, academic remediation does not need to be downplayed. Yes, we do need more flexibility with our funds.

In closing, I would like to make one comment that is not directly related to Chapter 1 but to the Even Start Program. I believe it is appropriate for State education agencies to be permitted to allocate funds for a demonstration project in a State agency serving neglected or delinquent children or incarcerated adults where the criteria for participation in an Even Start Program is met.

State correctional agencies are recognizing the need for children to stay with their mothers during the first years of their lives. A number of these agencies have begun to implement nursery programs where the children remain with the incarcerated mother. In many cases, the mother lacks literacy and parenting skills. The Even Start Program would be an opportunity to teach the parent the value of literacy for herself and her new child during the period of incarceration both before she and her child return to the community.

Thank you again for providing me with this opportunity. I would be happy to answer questions.

Mr. GOODLING. Parker?

STATEMENT OF PARKER COBLE, DIRECTOR, MIGRANT EDUCATION, LINCOLN INTERMEDIATE UNIT

Mr. COBLE. Before I begin my testimony, I want to congratulate the committee on selecting Bermudian Springs School District as the site for the hearings. I believe the Bermudian Springs School District stands as a model of excellence in excellent long-range planning and an efficient, well-managed school district. This school district has done a remarkable job of working with our program especially in the education and meeting the needs of migrant children so since I am the last one to speak, why, Herb and Dr. Lichtel, I think, would echo those comments of you coming here.

My name is Parker Coble, and I am the Director of the Migrant Program for Lincoln Intermediate Unit covering the 19th Congressional District as well as a number of other congressional districts. I was born and raised on a fruit farm in Adams County and, therefore, understand the fruit industry and their point of view in relating to migratory labor. This has been an advantage throughout my career as we try and implement programs. This is my 31st year in working with migratory farmworkers and their children.

My experience covers a wide range including day care, preschool, summer schools, career education, work experience, recently migrant Even Start, identification and recruitment, social and support services, health screenings, education and care, transportation, parenting, parent involvement, nutrition education, English as a second language, job training, and upgrading adult education and public school involvement.

The Intermediate Unit operates the following programs for their families and their children to give you an idea of the scope of the

program: Migrant education in 31 counties of Pennsylvania extending to the Ohio border; migrant day care services which are State funded under special legislation for 31 counties in Pennsylvania; operate the migrant Even Start demonstration grant for the East Coast streams, the 23 eastern stream States; the Child and Adult Food Program where we operate direct day care centers and homes; Summer Food Feeding Program where we operate summer school sites; a Summer Intensive Language Program which serves children in Adams and Franklin Counties; English as a second language for 11 area public school districts in Adams, Franklin, York, and Cumberland Counties; Nutrition Education Program and donated commodities. So you can see that we are into a number of different things.

I would like to thank the committee for inviting me to testify on the reauthorization of Chapter 1 and the Migrant Education Amendment. I consider Chapter 1 migrant education legislation a very meaningful and necessary effort on the part of Congress and this committee to meet the needs of one of America's most industrious and deserving populations. Our migrant families play an extremely vital link in the American agricultural economy. The majority of migrant workers sacrifice numerous personal hardships while performing this task, the most important of these being the education and health of their children.

The Migrant Education Legislation and Program was established to address the unique needs of the children of American farmworkers and must continue to be a national effort because of the interstate movement patterns involved for the migrant families. Many critical concerns have been addressed by this committee since the establishment of the legislation. However, because of the continued and evolving changes in the migrant lifestyle, demographics, population and other related factors, we must continue to review aspects of the program and the legislation to meet the new challenges facing our mission.

The following topics, I feel as a local project director, need to be given consideration in the reauthorization process: Eligibility. The definition expansion has occurred since the beginning when we served only interstate workers. We are now serving interstate, intrastate, and formerlies. The 5- to 17-year age range was expanded to 3 to 22. We have also expanded the qualification for work from harvesting fruits and vegetables to dairy, beef, poultry, fish, timber, nurseries, and others.

While all of these expansions in definition reaches more families with educational needs, funding has not increased to keep pace with the increasing numbers. Thus, the original interstate harvesters' children receive less and less service. If funding does not increase to meet the expanded needs and with rising State and operational costs, we will soon reach a point in the economies of scale where our effectiveness as educators will be rendered questionable and that tax dollars become ineffective or counterproductive to the American economy.

In beginning to solve this problem, I feel the first major task is to be the development of a common definition of who is migrant between all government agencies. Perhaps a national task force of Federal, State, and local leaders needs to be appointed from all de-

partments to develop this common definition. This definition would then need to be enacted as a common operating base for all programs.

Currentlies versus formerlies. We have seen over the years the increasing shift from full-time equivalency versus numbers as a concept used in State funding formulas. Again, we see the emphasis being shifted away from currently migratory children. National and State formulas that utilize the FTE concept reduce funding and thus services to the original intended true migrant.

I strongly recommend that if we want the currently migratory child to be the focus and priority of the program, that we consider eliminating FTE as a primary base for funding and that numbers of children be the prime consideration. This will encourage recruiting and serving the currently migratory child who may only reside in an area for a short period of time.

There appears to be in many States an increasing percentage of children who qualify under move with intent of seeking temporary agricultural work. The concern arises as an increasing percentage of families moving into an area indicate they moved with intent but have no history in agricultural work. Maybe they have learned from a friend that if you tell the migrant recruiter, "I moved seeking agricultural work," that they qualify for 6 years of service, thus, again reducing services to the true migrant worker.

A study on this issue tightening the requirements could ensure funds being directed to where they were originally intended. One of the things that complicates this issue is the ever increasing number of immigrants coming directly from Mexico, Guatemala, and other countries into the agricultural fields. So it is not an easy solution. There is no easy solution to the question.

Annual needs assessments. The legislative language requirements in the annual needs assessment are well developed and sound. However, the development of a Student and Program Needs Assessment, SAPNA, which is a computerized needs assessment system, a part of the broader migrant education needs assessment and evaluation system, provides a common State, local, district building, and individual student profile. This profile can be used to develop individualized programs to meet specific student needs and program improvement for school buildings, districts, regional and State programs. I mention this because I know there is increased concern across the Nation of the MSRTS system becoming loaded down with additional burdens. This happens to be one burden that I think provides an awful lot of good, sound educational planning. The SAPNA system could reduce unnecessary testing and other assessments that State and local programs conduct.

One key recommendation I would make to the committee is that migrant education programs' value not be judged by statistical information based on the growth of just formerly migratory children but fall into the detriment of the truly migratory interstate child.

MSRTS. I am a supporter of the Migrant Student Record Transfer System as the system was originally intended for use. I can assure you having worked in migrant education in the 1960s before the creation of the records system that no good alternative existed then and few good alternatives exist now. I know the system has mushroomed and perhaps tilted the emphasis from its original

intent to a system of supplying elaborate reports. While many of the reports aid national and State administrators in implementing various components of the program, steps must be taken to prevent the overbalance. Better utilization of technology permitting the generating of needy reports at State and local levels could reduce some of the overbalance.

I firmly believe that the chief problem confronting MSRTS is the lack of full utilization and reporting by each State. If MSRTS is to be fully successful, funding to the States must be tied to academic and health reporting versus simply the name and numbers enrolled by the State. Consideration should also be given by your committee to combining migrant education, migrant Head Start, migrant health, and the high school equivalency program, migrant Even Start, the Job Training Partnership Act on to one system after the development of a common definition is established.

Interagency coordination. As Federal and State resources continue to decline and local costs increase, efforts to meet the needs of the family cannot be the sole responsibility of any one program. The responsibility must be the combination of the whole community and area agencies entrusted with this mission. We, as agency operators, if we are to meet the needs of our families, must work together as one. Migrant education—directors must take the lead in developing such coordination.

I would make the following recommendations on interagency coordination: Again, the development of a common definition for all Federal programs; the tightening provisions in the regulations, application, and monitoring process that would identify and prevent Federal programs from duplicating State and locally funded programs.

While such duplication does give plans a choice, I question where Federal dollars can be justified to the taxpayer who is already paying for the services to State and local levels; the committee encourage a priority order of services from currently to formerly with steps of withdrawal of services and a development of interdependency on community services and self-sufficiency on the part of the family; the committee encourage the establishment of interdepartmental councils on migratory labor at the Federal and State levels; the committee encourage group meetings of the interstate transfer of records to include representatives of all segments of the program including site, teachers, records, specialists, counselors, nurses, and parent liaison.

Parent involvement. The parent involvement requirements are on target and well received by migrant programs across the country. The one area I would suggest the committee consider would be the possible expansion of the migrant Even Start components. Parent educators working with parents on how to deal with specific school and parenting issues up to and including the college application process. I would also recommend we emphasize and encourage English as a second language training for parents be included in the legislation following the Even Start model. As I testified before you last summer on Even Start, I think it is one of the best visionary pieces of legislation to come out of Washington, and I think that the elements that Congressman Goodling and your committee has built into this needs to be expanded into the older students.

Services. I would support the existing legislation that provides for a wide range of services by allowing States to develop various innovative and proven methods of meeting the needs of migrant children. The basic program based on child needs along with Section 1203 moneys provides opportunities necessary to seek new ways to meet the educational and support needs of our children.

Several initiatives I feel the committee could encourage are continued emphasis on credit accrual for our senior high school youth as they travel from State to State; the utilization of the Portable Assisted Study Sequence referred to as PASS which permits secondary students to continue course completion through independent study. This system needs to be strongly encouraged. Local school districts need to be strongly encouraged to recognize and utilize this system. Many school districts operate summer programs for students who need to repeat courses. The PASS Program could at the same time be provided for migrant use to acquire credits which are lost through the migration and school changes.

Continued emphasis on preschool as a cost saving and preventive program versus remediation efforts later in the school year. Postsecondary follow-through legislation needs to be included to permit the limited expenditure of funds to follow through on migrant students who go to college. As the law now reads, once the student graduates we can no longer expend funds on those students. I believe that we can do a lot for getting students ready for college, but we need to follow through and have partnerships with higher education to ensure the continued excess and to prevent the dropout of students once they have reached that level.

Another big area is English as a second language. One of the greatest problems confronting rural and small urban school districts today is the ever increasing numbers of non- and limited-English-speaking students. The problem is even greater in agricultural areas where migratory labor is used. We must find new ways to assist school districts in meeting this need.

Title VII moneys in Pennsylvania seem to go exclusively to the larger urban school district leaving the local taxpayers in small urban and rural school districts to fend for themselves. This situation increases prejudice against the non- and limited-English-speaking students, their families, and the agricultural employer bringing them into the community. I strongly recommend the committee consider this issue not only for the good of our students but to improve and reduce racial tensions in our communities. And I would like to echo the comments of Dr. Van Newkirk on the English as a second language. I think he has addressed that very adequately.

Health and social services. I recommend you to continue efforts for strong support. The needs of a migrant child are much greater than just basic education. We must have a healthy and emotionally stable child if learning is to take place.

On education and monitoring, I would recommend to the committee that the improved methods of evaluation and monitoring of State programs be initiated. My experience is that noncompliance is too easily overlooked, and migrant children suffer as the result. The monitoring and evaluation process by USOE can be one of the strongest tools for program improvement.

In conclusion, the migrant education legislation is a very important insurance policy for the almost forgotten segment of our population. I commend each of you as a committee member for your service and for helping our migrant children realize their dreams. Perhaps as you consider reauthorization of this legislation you would join in my philosophy of treating every child as if he were your own. Again, I want to thank you for the opportunity of testifying, and I would also invite you to join us this weekend if your schedule permits at our Adams County Apple Blossom Festival. Thank you.

[The prepared statement of Parker Coble follows:]

Written Testimony
Parker C. Coble, Program Director
Lincoln Intermediate Unit No. 12
Migrant Child Development Program
April 30, 1993

My name is Parker Coble and I am the Director of Migrant Programs for Lincoln Intermediate Unit No. 12 in the 19th Congressional District of Pennsylvania. I was born and raised on a fruit farm in Adams County and therefore understand the fruit industry's point of view relating to migratory labor. This is my 31st year of working with migratory farmworkers. My experience covers a wide range including: Day Care; Preschool; Summer Schools; Career Education and Work Experience; Migrant Even Start; Identification and Recruitment; Social and Support Services; Health Screenings, Education and Care; Transportation; Parenting and Parental Involvement; Nutrition and Nutrition Education; English as a Second Language; Job Training and Upgrading; Adult Education and Public School Services.

Lincoln Intermediate Unit currently operates the following Programs for migratory families and their children:

Migrant Education in 31 counties of Pennsylvania;
Migrant Day Care Services (state funded) in 31 counties in Pennsylvania;
Migrant Even Start Demonstration Grant;
Child and Adult Food Program where we directly operate Day Care Homes and Centers;
Summer Food Feeding Program where we operate Summer School Sites;
Summer Intensive Language Program (Adams and Franklin Counties)
English as a Second Language for 11 area Public Schools Districts in Adams, Franklin and York County);
Nutrition Education Program
and
Donated Commodities.

I would like to thank the Committee for inviting me to testify on the Reauthorization of Chapter I Migrant Education. I consider the Chapter I Migrant Education legislation a very meaningful and necessary effort on the part of Congress and this committee to meet the needs of one of America's most industrious and deserving populations.

Our migrant families play an extremely vital link in the American Agricultural Economy. The majority of migratory workers sacrifice numerous personal hardships while performing this vital task. The most important of these being the education and health of their children.

The Migrant Education Legislation and Program was established to address the unique needs of the children of American farmworkers and must continue to be a national effort because of the interstate movement patterns.

Many critical concerns have been address by this committee since the establishment of the legislation. However, because of the continual evolving changes in the migrant lifestyle, demographics, population and other related factors we must continue to review aspects of the program and the legislation to meet new challenges facing our mission.

The following are topics I feel, as a local Project Director, need to be given consideration in the reauthorization process.

Written Testimony
Parker C. Coble, Program Director
Lincoln Intermediate Unit No. 12
Migrant Child Development Program
April 30, 1993

Eligibility:

Definition Expansion:

Eligibility is an area that has undergone more revisions than any other area of the program. We have seen expansions from: the true interstate worker in the late 1960's to serving formerlies; 5 - 17 year of age ranges to a 3 - 22 years of age range; and expansions of qualifying work from harvesting fruits and vegetables to dairy, beef, poultry, fish, timber, nurseries and others.

While all of the expansions, in definitions, reaches more new families with education needs, funding has not increased to keep pace with the increased numbers. Thus the original interstate harvesters' children receive less and less service.

If funding does not increase to meet the expanded needs and with rising state and operational costs, we will soon reach a point of in the economics of scale, where our effectiveness as educators will be rendered questionable and the tax dollars become ineffective and counter productive to the American economy.

Expanded collaboration and coordination with other services providers has provided an extension to this end, but this too will reach a turning point.

Common Definition:

In beginning to solve this problem, I feel the first major task has to be the development of a common definition of who is migrant, between all government agencies. A national task force of federal, state and especially local leaders needs to be appointed from all departments to develop a common definition. This definition would then need to be enacted as legislation. Persons serving on such a task force would need to be screened to prevent, "vested interest", turf protection, and self-sufficiency. This common definition may narrow the eligibility and in turn, current funding per eligible child will be increased.

Currently versus Formerly:

We have seen, over the years, an increasing shift to full-time equivalency versus numbers as a concept, used in state funding formulas. Again we see the emphasis being shifted away from currentlies. National and state formulas that utilize the FTE concept reduce funding and thus services to the originally intended true migrant.

Example; a program that receives six (6) children for two (2) months each, receives one (1) FTE while one (1) formerly child remaining all year generates the same FTE. The cost of recruiting, enrolling, conducting a needs assessment and processing MSRTS will be a minimum of five times greater. If the formerly remains for a period of years this cost is in greater disproportion.

I strongly recommend, if we want the currently migratory child to be the focus and priority in the program, to prohibit FTE as the primary basis of funding and that numbers of children be the prime consideration. This will encourage recruiting and serving the currently migratory child who may only reside in the site for a short term.

Written Testimony
Parker C. Cobie, Program Director
Lincoln Intermediate Unit No. 12
Migrant Child Development Program
April 30, 1993

Intent-

There appears to be, in many states, an increasing percentage of children who qualify under "moved with the intent of seeking temporary agricultural work". Many families move from state to state without previously arranged agreements with agricultural employers. The majority of these families have a **history** of agricultural employment while seeking work.

The concern arises as an increasing percentage of families moving into an area indicate they moved with "intent", but have no history in agricultural work. These families may have learned from a friend, that when a Migrant Education Recruiter visits to determine eligibility, they should say, " I moved seeking agricultural work" so that they will qualify for six (6) years of services. Complicating this issue, is the direct moves families make from other countries such as Mexico without a work history.

A study on this issue could present options for the committee to consider. Tightening the requirements could ensure funds being directed to "actual workers' children". Another option is to withhold funds until work is located. I site this area only because the percentage of "intent" increases and funds continue to become more diluted.

Annual Needs Assessment-

The legislative language and requirements in the Annual Needs Assessment are well developed and sound. The development of the Student and Program Needs Assessment (SAPNA) and the broader Migrant Education Needs Assessment and Evaluation System (MENAES), provides a common state, regional, local district, building and individual student profile. This profile can be used to develop Individualized Programs to meet specific student needs and program improvement for school buildings, districts and regional and state programs.

This system provides a better profile of formerly migratory children than inter-state children, because of the inconsistency of states utilization of MSRTS. We must also be careful not to leave this system become an over burdensome and flamboyant state and national reporting system.

The SAPNA system, with proper utilization by states, could reduce unnecessary testing and other assessments that state and local programs conduct.

One must note however, that the initial receiving state of immigrant children will have to perform a full needs assessment on such children.

The one key recommendation I would make, is that the committee should not allow the Migrant Education Program's value to be judged by statistical information, based on growth of formerly migratory children, to aid in the detriment of the currently or priority children.

Written Testimony
Parker C. Coble, Program Director
Lincoln Intermediate Unit No. 12
Migrant Child Development Program
April 30, 1993

MSRTS-

I am a supporter of the Migrant Student Record Transfer System, as the system was originally intended to be used. This is a system of transferring a student's academic and health information from state to state.

I can assure you, having worked in Migrant Education in the 1960's before the creation of the Record System, that no good alternative existed then and few good alternatives exist today. Our site has tried the concept utilized by Migrant Head Start of sending a booklet with the child's picture on the cover with academic and health information inside. After two years of receiving less than 40% on return families, the concept was dropped as a poor alternative. Technology, (fax machines, etc.) certainly help supplement the system, but does not provide a reasonable alternative. Training staff in both sending and receiving states, to understand various states data and educational systems is very comprehensive and complicated.. MSRTS does provide a uniform report system and therefore reduces misunderstanding and complicated training.

I know the system has mushroomed and perhaps tilted the emphasis from the original intent to a system of **supplying elaborate reports**. While many of the reports aid national and state administrators in implementing various components of the program, steps must be taken to prevent the overbalance. Better utilization of technology permitting the generating of needed reports at the state and local levels should reduce some of the overbalance.

There also seems to be a reduce utilization by NASME and the MSRTS headquarters in involving "local users" in decisions affecting MSRTS. The "users" must be directly involved if the system is to function fully.

I firmly believe the chief problem confronting MSRTS is the lack of full utilization and reporting by each state. If MSRTS is to be fully successful, funding to the states must be tied to academic and health reporting versus simply the name and numbers enrolled by the state. Our telephone costs triple each harvest season as we try to obtain information from states. This cost could be greatly reduced if each state fully recorded their services.

Consideration should also be given to combining Migrant Education, Migrant Head Start, Migrant Health, High School Equivalency Program (HEP), Migrant Even Start and Job Training Partnership Act (JTPA) onto one system after the development of a common definition of "Migrant" is established.

Interagency Coordination-

As federal and state resources continue to decline and local costs increase, efforts to meet the needs of the family cannot be the sole responsibility of any one program. The responsibility must be the combination of the whole community and area agencies intrusted with this mission.

The program I have the pleasure of operating has one of the strongest interagency and coordination components in the nation. This coordination has developed over many years with a goal to have all community agencies (federal, state & local), share their resources to meet the total needs of the family. This effort starts with bringing all the

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agricultural communities together through an umbrella organization known as AHRMA, the Agricultural Human Resource Management Association, which is composed of a Board of: Agricultural Workers, Agricultural Employers and Businesses, Community Agency Representatives, and Representatives of the Community at Large.

Building on this, we (Migrant Education), sponsor and Annual Agency Meeting where School Districts, Agencies and Agricultural Representatives review programs, services, unmet needs, areas of duplication and ensure coordinated efforts. Over 30 agencies are represented at the county level.

This is then followed by Monthly Migrant Coalition Meetings between the key migrant agencies and agricultural employer representatives to deal with on-going challenges.

In addition to the above, our Program has developed written partnerships with most agencies defining each agency's responsibilities. This has been further expanded by the Migrant Even Start Program. We have also developed and Annual Agency Quickchart which are given to parents(workers), growers, businesses, schools and agencies to assist all in knowing where to turn for specific needs.

We, as agency operators, if we are to meet the needs of our families, must work together as one. Migrant Education(LEA) Directors must take the lead in developing such coordination.

I would make the following recommendations on interagency coordination:

1. The Committee encourage the development of one common definition of a migrant farmworker among Federal and State department agencies. This would include a grace or adjustment period as formerly migrant workers settle into a community and become part of the mainstream;

2. Tightening provisions in the regulations, applications and monitoring process that would identify and prevent federal programs from duplicating state and locally funded programs. While such duplication does give clients a choice, I question whether federal dollars can be justified to the tax payer who is already paying for the services with state and local tax dollars;

3. The Committee encourages a priority order of services from currently to formerly with steps of withdrawal of services and the development of interdependency on community services or self-sufficiency;

4. The Committee encourages the establishment of interdepartmental councils on migratory labor at the Federal and State levels with minimum meeting times per year to develop coordinated efforts;

5. The Committee encourages group meetings on the interstate transfer of records to include representatives of all segments of the Program including local site teachers, records specialists, counselors, nurses, parent liaisons, etc.

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Parker C. Coble, Program Director
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Parental Involvement-

The parental involvement requirements are on target and well received. The one area I would suggest the committee consider, would be possible expansion of the Migrant Even Start Components. The area to be expanded should entail Parent Educators working with parents on how to deal with specific school and parenting issues up to and including the college application process. I know the regulations do not prohibit this effort, but perhaps a stronger emphasis in the regulations would enhance this commitment.

I would also recommend, we emphasize and encourage Adult and English as a Second Language (ESL) training for the parents be included in the legislation following the Even Start Model.

I firmly believe the Even Start concept is a truly visionary piece of legislation that will have lasting effects on the improvement of American Education.

Services-

I support the existing legislation that provides for a wide range of services by allowing states to develop various innovative and proven methods of meeting the needs of Migrant children. This basic program, based on child needs, along with the Section 1203 monies, provides opportunities necessary to seek new ways to meet the educational and support needs of our children.

Several initiatives I feel need committee encouragement are:

1. Continued emphasis on credit accrual via effective interstate transfer of information;

2. The utilization of the Portable Assisted Study Sequence (PASS), which permits secondary students to continue course completion through independent study. This system needs to be strongly encouraged.

   Local School Districts need to be strongly encourage to recognize and utilize this system as a key method of enabling migrant students to "catch-up to grade level" and ensure graduation on a normal grade/age schedule.

   Many School Districts operate summer programs for students who need to repeat courses. The PASS Program could, at the same time, be provided for migrant youth to acquire credits which are lost through migration and school changes.

   The State Department of Education must strongly encourage local district to avail themselves of this program;

3. Continued emphasis of preschool as a cost savings and preventitive program versus remediation efforts later in the school years;

4. Post-secondary follow through legislation needs included to permit the limited expenditures of funds to follow through on migrant students who go to college.

While we can work with secondary students to get accepted into post high school programs before graduation, a significant percentage of children are dropping out of college because of little support at the college level. Legislative language that would permit partnerships between Migrant Programs and colleges to ensure continued success, would be very productive. This effort is needed in greater emphasis by minority students;

5. English as a Second Language Services(ESL)- One of the greatest problems confronting rural and smaller urban school districts today, is the ever increasing numbers of non- and limited English speaking students. This problem is even greater in agricultural area where migratory labor is used.

   We must find new ways to assist school districts in meeting this need. Title VII monies in Pennsylvania, and I presume in most states, go exclusively to the larger urban schools leaving the local tax payers to shoulder this burden in small urban and rural districts. This situation increases prejudice against the non- and limited English Speaking students, their families and the agricultural employer bringing them into the community.

   We at Lincoln Intermediate Unit Migrant Child Development Program, have formed partnerships with our school districts where we provide the ESL instruction, in addition to our Migrant supplemental services and then bill the school districts for the ESL costs. Federal Civil Rights Act and the State Department of Education require specific services and the local tax payer assumes the full burden.

   I strongly recommend the Committee consider this issue, not only for the good of our students, but to improve and reduce racial tensions in our communities;

6. Health and Social Services- I recommend your continued efforts for strong support services. The needs of migrant children are much greater than just basic education. We must have a healthy and emotionally stable child, if learning is to take place.

Education and Monitoring-

I would recommend to the committee that improved methods of evaluation and monitoring of state programs be initiated. My experience is that non-compliance is to easily overlooked and migrant children suffer as a result. The monitoring and evaluation process by USOE can be one of the strongest tools for program improvement and resulting child growth and development. Maybe some local site input into this system is needed.

Conclusion-

The Migrant Education Legislation is a very important insurance policy for an almost forgotten segment of our population. I commend each of you, as a committee member, for your service to your country and by helping our migrant children realize their dreams. Perhaps, as you consider reauthorization of this legislation, you will join in my philosophy of " Treat Every Child as if he or she were your own".

Written Testimony
Parker C. Coble, Program Director
Lincoln Intermediate Unit No. 12
Migrant Child Development Program
April 30, 1993

Again, I want to thank you for this opportunity to present my views from the local perspective and trust it will, in some way, prove beneficial to the families and children we serve.

Chairman KILDEE. Thank you very much. We thank both of you for your testimony. Mr. Mader, you mentioned the problem with transition, and according to our figures only about 43 percent of those who leave the program do not enroll in schools following their release. You asked for better funding and maybe discrete funding so you wouldn't have to draw it from your program.

Mr. MADER. Yes, sir.

Chairman KILDEE. How could those dollars best be used to help that transition in getting the students back into a regular program?

Mr. MADER. Well, there are a couple of things that I would like. Pennsylvania is—some other Federal funding—PCCD—it is the old LEA-8—juvenile justice delinquency prevention work. We are having a State educational data collection and records transfer system we are implementing. This is our first year so what we do is get records into the system quicker, but we also, in turn, get records back to the public school system a lot quicker.

We think that will help transition considerably by getting the records back to the schools in a timely fashion so they know what the students have done while they were in the institutions. That is a big factor which we are working on right now. There are probably a couple of other things, and those are a lot more costly. After it is implemented, it will not be very costly. Another piece—if you had unlimited sources of funds, obviously, it would be as we have in a couple of institutions where we write contracts with service providers at the local level to do some follow-up.

Chairman KILDEE. Could there be some formal contact between the school district where the student would be returning to try to arrange——

Mr. MADER. That happens. Our counselors do make those kinds of calls. The records officially get sent back through the welfare system as part of the package that goes back with the child to the juvenile justice system—it always gets where they need it to be at the right time. That is why we are now hooking up the school districts to our institutions, and electronically we can transfer the data a lot quicker.

Chairman KILDEE. Mr. Coble, the migrant program is for 1 year and then an additional 5 years after that year. If we had limited funds, would you rather keep that additional 5 years or concentrate more on the earlier years or the first year even where you are actually providing the service for the migrant student?

Mr. COBLE. I would concentrate more on the first several years. If you had to reduce the years down to 4 years or something of that nature, in those first couple of years we are getting them into the school district services. And after those first couple of years, the Chapter 1 lady sitting here can certainly take the ball and go with it to a much greater degree.

Chairman KILDEE. Thank you very much.

Mr. MADER. May I go back to that question?

Chairman KILDEE. You sure can.

Mr. MADER. The transition is essential for those in the juvenile institutions, and that is where we want to have the support. In old institutions, transition is virtually useless as far as we are concerned.

Chairman KILDEE. From the juvenile——

Mr. MADER. That is where we do have the transition. Yes, sir. That is where we do need the support. On the adult side, it is virtually useless because they don't go back.

Chairman KILDEE. All right. Thank you very much.

Mr. GOODLING. I was glad to hear you talk about the whole coordination idea because I think that one of the greatest problems we may have is there are so many programs floating around that if the left hand knew what the right hand was doing and there was a little more coordination, we would probably get more bang for our buck. And I would hope, as I said to the Chairman, on some of these things we probably just have to indicate that you must do that kind of coordinated effort. I realize everyone that we had today has a difficult job, and we probably saved perhaps the two most difficult for the very, very end because their students come and go so rapidly, and sometimes it is difficult to realize who you have.

I was pleased, and I thought it was innovative and creative to think in terms of Even Start in relationship to an incarcerated parent or incarcerated child—either way. And I think it could be probably very, very effective and good for both. Parker has the first Even Start's that came to Pennsylvania, I guess, and his was in migrant education. So I want to thank both of you. I don't have any questions, but I want to thank both of you for your testimony. And if you think of anything that you didn't say that you think we should know, make sure you get it in writing and get it to us.

I also, as Parker did, want to thank our hosts. They couldn't have been any more cooperative and friendly and everything else. They went way beyond anything they needed to do, and we do appreciate that. In fact, they have one more opportunity for us, and that is to partake in—I believe the superintendent said that on the menu today for the kids they have lobster tail and fillet. That is what he said so I don't know if we are getting that or not or just the students today, but I guess we will find out very soon. And I again want to thank the members and the staff for coming to the 19th Congressional District and also our recorder who has been very quiet but very busy the entire morning. Thank you all.

Chairman KILDEE. Well, I want to thank all the witnesses today. I am going to have a hearing tomorrow in my district, and I am going to be challenged to match the panels that you have assembled here today. It really has been very, very helpful, and I am not in any way exaggerating. This has been very helpful. You brought insights to us that are extremely important.

The longer I am in Washington the more I realize that the wisdom is out here. This is where you deliver the system, and the last two witnesses certainly deal with highly at-risk students. I used to be in charge of the Juvenile Justice Delinquency Prevention Act in my former incarnation, and Jeff here and staff used to help me work on that and migrant education. Michigan was a great migrant State at one time, less so now, and we had some fairly good migrant programs.

I can recall one time I went out to visit some migrants, and most of the growers, of course, are very good people, and they are very concerned about human dignity. But human natures are mixed. I

went to one place, and they were going to throw me off the property, and they couldn't because I was actually visiting migrants, and the law protects their right to receive visitors.

But I remember—and this was a member in the minority—most growers are very, very good, but one woman said, "I am getting tired of you do-gooders." And I turned to her and I said, "Well, would you rather have do-badders at your property here?" but you really are in an area where your students do come and go, and you have to try to give them the best you can while you have them and then try to make sure that whoever receives them next, if they do tend to go, get a good education. We in Michigan also found a lot of migrants dropped out of the migrant stream and worked for General Motors, and some of them have become very, very successful at the General Motors Corporation.

But this has been a very, very helpful hearing. I want to, again, thank our hosts also. It is a beautiful place for this hearing—accommodations including the coffee. It is very, very good, and I appreciate that. We will keep the hearing record open for 2 additional weeks as suggested by Mr. Goodling for any additional submissions. And at that we will stand adjourned.

[Whereupon, at 12:55 p.m., the subcommittee was adjourned.]

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